Friday
30th April, 1954

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

(Part I- Questions and Answers)

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CONTENTS

Volume III—From 28th April, 1954 to 21st May, 1954

	Columns
Wednesday, 28th April, 1954—	
Oral Answers to Questions .	2353—84
Written Answers to Questions	2384—88
Thursday, 29th April, 1954—	
Oral Answers to Questions .	2389—2416
Written Answers to Questions	2416—20
Friday, 30th April, 1954—	
Oral Answers to Questions .	2421—56
Written Answers to Questions	2456—60
Monday, 3rd May, 1954—	
Oral Answers to Questions	2461—89
Re-admission of Questions	2489—91
Written Answers to Questions	2491—94
Tuesday, 4th May, 1954—	
Oral Answers to Questions .	2495—2533
Written Answers to Questions	2534—40
Wednesday, 5th May, 1954—	
Oral Answers to Questions .	2541—80
Written Answers to Questions	2580—88
Thursday, 6th May, 1954—	
Oral Answers to Questions .	2589—2616
Written Answers to Questions	2617—18
Friday, 7th May, 1954—	
Oral Answers to Questions .	2619—53
Written Answers to Questions	2653—62
Monday, 10th May, 1954—	
Oral Answers to Questions .	2663—98
Written Answers to Questions	2698—2712
Tuesday, 11th May, 1954	
Oral Answers to Questions .	2713—51
Written Answers to Questions	2751—60
Wednesday, 12th May, 1954—	
Oral Answers to Questions .	2761—2800
Written Answers to Questions	2800—20
Thursday, 13th May, 1954—	
Oral Answers to Questions .	2821—59
Written Answers to Questions	2859—78
Friday, 14th May, 1954—	
Member Sworn . . .	2879
Oral Answers to Questions—	
Starred Questions Nos. 2491 to 2495, 2497 to 2508, 2510 to 2511 and 2513 to 2521	2879—2916
Short Notice Question No. 13	2917—20
Written Answers to Questions—	
Starred Questions Nos. 2496, 2512 and 2522 to 2526 . .	2920—24
Unstarred Questions Nos. 577 to 589 and 591 to 592 . .	2924—32

	Columns
Wednesday, 19th May, 1954—	
Members Sworn	2933
Oral Answer to Question—	
Short Notice Question No. 14	2933—36
Friday, 21st May, 1954—	
Oral Answers to Questions—	
Short Notice Questions Nos. 15 to 17	2937—44

THE
PARLIAMENTARY DEBATES
(Part I—Questions and Answers)
OFFICIAL REPORT

HOUSE OF THE PEOPLE

Friday, 30th April, 1954.

The House met at a Quarter Past Eight of the Clock.

[MR. SPEAKER *in the Chair*]

ORAL ANSWERS TO QUESTIONS

MATCH-WOOD PLANTATIONS

*2147. **Shri Jhulan Sinha:** Will the Minister of **Food and Agriculture** be pleased to refer to the reply given to starred question No. 2161 asked on the 14th May, 1953 and state the reasons for the difference between the costs of the match-wood plantation scheme in the Travancore-Cochin and Madras States?

The Minister of Agriculture (Dr. P. S. Deshmukh): The expenditure incurred in Travancore-Cochin during 1952-53 related only to initial work such as seed collection and planning whereas that in Madras it covered actual regeneration work also. The scheme was already in full swing in Madras.

Shri Jhulan Sinha: May I know whether Government have made sure that there was no wasteful expenditure involved in that State?

Dr. P. S. Deshmukh: I am sure. The expenditure, in fact, comes to about Rs. 40 to Rs. 42 per acre only, and I think there is no likelihood of wasteful expenditure.

AUXILIARY HEALTH PERSONNEL

*2148. **Pandit D. N. Tiwary:** Will the Minister of **Health** be pleased to state whether the scheme of training auxiliary health personnel has been finalised?

The Deputy Minister of Health (Shrimati Chandrasekhar): The answer is in the negative.

Pandit D. N. Tiwary: May I know whether there is any proposal for such a scheme?

Shrimati Chandrasekhar: Yes. From many of the States, there is a proposal for such a scheme.

Pandit D. N. Tiwary: May I know whether the proposal is going to be put into effect?

Shrimati Chandrasekhar: It is going to be put into effect.

Pandit D. N. Tiwary: May I know how many auxiliary health personnel will be trained?

Shrimati Chandrasekhar: It will depend upon the requirements of the States.

Sardar Hukam Singh: May I know whether, in the States that have taken up this scheme, it is proposed to attach these auxiliary health personnel to the trained doctors, or they would be allowed to work in independent centres as well?

Shrimati Chandrasekhar: They will be under the trained doctors. Actually, the scheme has not yet been taken up. It is still to be finalised, and after it is taken up by the States, these personnel will work under the doctors.

SUPPLY OF FOODGRAINS TO BIHAR

*2149. **Shri L. N. Mishra:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether the Government of Bihar have submitted any estimate of its requirements of rice and other foodgrains for the year 1954;

(b) if so, the quantity required of each foodgrain; and

(c) the decision of the Central Government in the matter?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): (a) to (c). The Government of Bihar have not put in any demand for rice for 1954 from Centre and it is expected that they will be able to manage with local availability. Wheat is now being distributed by the Government of India in Bihar through the Central Sales Depots and Coarse Grains have been completely decontrolled.

Shri L. N. Mishra: May I know whether the Government of Bihar have asked for some quantity of wheat that is in Bihar, to be sold at reduced rates, especially the quantity that lies at Mokameh?

Shri M. V. Krishnappa: That was last year, not this year. We had given them some wheat last year at the reduced rate of Rs. 14 per maund, and they had distributed it.

Shri L. N. Mishra: Am I to understand that Bihar is self-sufficient in rice this year?

Shri M. V. Krishnappa: They have not asked for any rice. So, we think that they are self-sufficient. If they require any rice, we shall only be very glad to supply them, because we have a lot of rice in Assam. Assam is contiguous to Bihar, and it is only from Assam that we can move the stocks to Bihar, and not from anywhere else.

The Minister of Agriculture (Dr. P. S. Deshmukh): We want Biharis to eat more rice.

Shri M. V. Krishnappa: If they want more rice, we are prepared to give them.

Shri Bhagwat Jha Azad: In view of the fact that the Government of Bihar have not placed any demand for such grains, may I know whether they have submitted an estimate as to the approximate increase on last year's production of rice and other foodgrains, and whether they have any scheme for increasing the food production of the State, to avoid spoon-feeding?

Shri M. V. Krishnappa: All that they have said is that they do not require any more foodgrains, possibly because they are self-sufficient. Last year, we gave them about 1,15,000 tons of wheat. This year, we have opened our Central depots in Gaya, Patna and other important places. We are prepared to sell any amount of wheat without any quantitative restrictions.

Shri L. N. Mishra: May I know the selling price of rice per maund in Bihar, as compared to that in other rice-eating States like Bengal and Assam?

Shri M. V. Krishnappa: We did not supply any rice to Bihar. What they have paid to their agriculturists, the consumers in Bihar will pay.

Shri Jhulan Sinha: May I know how a chronically deficient State has suddenly become self-sufficient? Have Government ascertained the reasons for the same?

Shri C. D. Pande: The Five Year Plan.

Dr. P. S. Deshmukh: The Food Ministry.

Shri M. V. Krishnappa: Other deficient States have become self-sufficient. So, we expect Bihar also, which is one of the biggest rice-growing areas in the country, to reach self-sufficiency regarding rice.

SUNKEN INDIAN SHIPS

*2150. **Shri D. C. Sharma:** Will the Minister of **Transport** be pleased to state:

(a) whether any attempt has been made to salvage the three Indian Coastal Ships, 'Ramdas'. 'Lakshmi' and 'Deepavati' which had sunk off the Bombay Harbour; and

(b) if so, what has been the result?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) Yes.

(b) Messrs. Precious Salvage Ltd., London, who undertook the work, failed in their efforts. It is proposed to invite fresh tenders.

Shri D. C. Sharma: May I know the causes for the sinking of these two ships?

Shri Shahnawaz Khan: There are different reasons. Sometimes, the ships collide with each other. Sometimes, they go aground on sands. I have not got the exact details, but they are general causes.

Shri D. C. Sharma: What was the approximate value of these ships?

Shri Shahnawaz Khan: These ships belonged to private companies. We have not ascertained the exact value of these ships.

Shri Raghunath Singh: What was the weight of these two ships?

Shri Joachim Alva: May I know whether the officers of the Ministry of Transport, or even the Ministers, have seen in the Children Film Festival during the last session, a film showing boys and girls towing a ship from underneath the sea? The film was a Russian film entitled "Indispensable Friends". I want to know why the Ministry cannot strain every nerve to see that our sunken ships are also towed in this manner from the waters?

Shri Shahnawaz Khan: I do not know whether the hon. Minister and the hon. Deputy Minister have seen that film, but I have not seen the children's film.

Shri K. C. Sodhia: Will Government consider it their duty to collect figures, when such national calamities occur?

Shri Shahnawaz Khan: Certainly, the Ministry consider it their duty, and I am sure the figures have been collected. But in this particular case, I do not have the exact details with me in the House now. If the hon. Member wants them, I can collect them for him.

(Re: Q.No. 2151)

Mr. Speaker: Next question. Shri Muniswamy. The hon. Member is absent.

Shri M. D. Ramasami: May I put that question?

Mr. Speaker: That will come in the second round. The hon. Minister will stay in the House.

VENDING CONTRACTS ON RAILWAYS

*2152. **Shri Bibhuti Mishra:** Will the Minister of **Railways** be pleased to state:

(a) whether it is a practice in the North Eastern Railway, that after the death of a vendor the contract is given to the deceased vendor's family; and

(b) if so, the reasons therefor?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) Yes, the practice is to award vending contracts to legal heirs or successors of deceased vendors if such legal heirs or successors are in a position to carry on the business satisfactorily.

(b) This practice is adopted as it is conducive to efficient and smooth working and is also considered fair and reasonable to the deceased contractors' heirs or successors who are already experienced in the running of the contracts concerned.

श्री बिभूति मिश्र : एक वेलफ़ेयर स्टेट में यह कहां तक जायज़ है कि कोई जगह बपौती कर दी जाय ?

Mr. Speaker: Order, order. That question does not arise out of this.

Shri Bhagwat Jha Azad: May I know whether such contracts are sub-let to the small vendors who are charged as much as Rs. 60 to Rs. 70 per contract, while Government charge only Rs. 5 or so per contract?

Shri Shahnawaz Khan: Allegations that vending contracts have been sublet have been made from time to time. This practice is strictly prohibited under the rules, and the Railway Board will take strong action, if any definite evidence and proof are brought to our notice. In fact, we shall be very grateful, if any definite proof is given to the Ministry.

Several Hon. Members *rose—*

Mr. Speaker: I am afraid it is not possible to call all the hon. Members.

Shri Sinhasan Singh: The hon. Parliamentary Secretary has stated that the vending contracts are given to the heirs of deceased vendors, out of compassion. May I know whether the same principle will not apply in the case of the services also, so that when an employee dies, his son may be employed, when there are no other facilities...

Mr. Speaker: Order order. Next question.

CHOLERA

*2153. **Shri S. C. Samanta:** Will the Minister of **Health** be pleased to refer to the answer given to starred question No. 1580 asked on the 23rd April, 1953 regarding cholera and state:

(a) whether the W.H.O. Expert Study Group for Cholera submitted any report; and

(b) what help was given to this Study Group by Government?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) The hon. Member presumably refers to the World Health Organisation Expert Committee on Cholera, which submitted a report.

(b) An officer of the All-India Institute of Hygiene and Public Health, Calcutta and an Officer of the Indian Council of Medical Research which is financed by the Government of India, were members of the World Health Organisation Expert Committee on Cholera. Besides, several Central Government Officers attended the sessions and participated in the deliberations of the Expert Committee.

Shri S. C. Samanta: May I know, Sir, whether any other places in India excepting West Bengal have been referred to in the report as endemic areas of cholera?

Shrimati Chandrasekhar: Sir, in a former question answered on the 23rd April 1953, it was said that the Gangetice Delta in Bengal, a small area associated with the Ganges and its tributaries in Bihar, the Mahanadi Delta in Orissa and the Krishna and Cauvery Deltas in the South were highly endemic.

Shri S. C. Samanta: In reply to a question put by me in April 1953, just now referred to by the hon. Minister, it was said that with reference to parts (b), (c) and (e) information would be collected and laid on the Table of the House. But unfortunately I have not found it out as yet. May I expect that it will be supplied very soon.

Shrimati Chandrasekhar: Yes, Sir. We hope so. The State Governments have not sent their replies yet.

Shri S. C. Samanta: Since endemicity in West Bengal is so high, are Government taking any steps other than preventive steps taken by the West Bengal Government?

Shrimati Chandrasekhar: In the report that the Member mentioned in his question, item No. 9 also lays stress on the importance of a general programme of environmental sanitation in the campaign against cholera. Other than that, nothing very effective can be done to get rid of cholera all at once.

Shri S. C. Samanta: Is it not a fact that in the summary of the report it was said that water supply should be taken up so that the root cause may be

removed? Are Government thinking on those lines?

Shrimati Chandrasekhar: Yes, it is one of the means by which we can eradicate cholera. That is why we have taken a national water supply scheme which is under consideration. As soon as that plan works and the State Governments can come forward with their schemes, the Central Government will give all the aid that is possible.

PUBLIC ACCOUNTS COMMITTEE REPORT

*2154. **Shri Nageshwar Prasad Sinha**: Will the Minister of **Communications** be pleased to state:

(a) whether the recommendations of the Public Accounts Committee made in paras 25, 27, 29, 30 and 32 of its Fifth Report have been considered by Government;

(b) if so, what steps have been taken to implement them; and

(c) what action has been taken against the officers concerned?

The Minister of Communications (Shri Jagjivan Ram): (a) to (c). A statement showing the steps taken in respect of the 5 paras mentioned in part (a) of the question is placed on the Table of the House. [*See* Appendix IX, annexure No. 18.]

Mr. Speaker: He says a statement is laid on the Table.

Shri Nageshwar Prasad Sinha: I have got the statement and I am satisfied.

Shri Bhagwat Jha Azad: It is stated in para 29 that the officer concerned has been called upon to explain as to why the loss sustained by Government should not be recovered from his pay, and that the matter is under consideration. May I know whether he is still in service and what action is proposed to be taken as he is responsible for the loss?

Shri Jagjivan Ram: He is still in service and the punishment suggested is whether an amount equal to the loss should not be deducted from his salary. The matter has been referred to the Public Service Commission.

Shri Bhagwat Jha Azad: It is stated in para 32 that action against the officers are to be taken. In the details, it is said there is no action taken against any officer. May I know why this disparity between the head and the tail?

Shri Jagjivan Ram: The entire case is *sub judice*. It is pending before the court.

Shri K. C. Sodhia: How many years have elapsed since this thing happened?

Shri Jagjivan Ram: I will refer the hon. Member to the report of the Public Accounts Committee.

Shri K. C. Sodhia: May I know.....

Mr. Speaker: Order, order. I am going to the next question.

T. B. HOSPITAL AT SANGRUR

*2155. **Shri Thimmaiah**: Will the Minister of **Health** be pleased to state:

(a) whether any grant or financial aid has been given to the "Tuberculosis Hospital" for displaced persons which is located near Sangrur in Pepsu State during 1952-53 and 1953-54; and

(b) if so, how much in each year?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) Grant were paid during 1952-53 and 1953-54 to the Tuberculosis Association of India for the maintenance of the T.B. Hospital for displaced persons at Sangrur in PEPSU.

(b) Rs. 1,80,000 for the year 1952; Rs. 45,000 for the period 1st January, 1953, to 31st March 1953; and Rs. 1,57,000 for the period 1st April, 1953, to 28th February, 1954.

Shri Thimmaiah: May I know whether any representation has been made to the Government that more patients are coming into that hospital and the amount given in the form of grant is insufficient? If so, what action has been taken?

Shrimati Chandrasekhar: I am not aware of any such representation or report.

LIGHT-HOUSES

*2156. **Dr. Ram Subhag Singh:** Will the Minister of **Transport** be pleased to state:

(a) whether Government propose to construct some new light-houses in India; and

(b) if so, how many and at what cost?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) and (b). Yes. The Development Plan on which the Central Lighthouse Department is working envisages the construction of about 100 aids to navigation at a total estimated cost of about Rs. 4 crores. A statement showing the works included in this Plan is laid on the Table of the House. [*See* Appendix IX, annexure No. 19.]

It is expected that out of these, works costing about Rs. 2 crores will be completed during the Five Year Plan period.

Dr. Ram Subhag Singh: May I know how many of the proposed light houses, estimates for which have been given in the statement, are proposed to be constructed during this year?

Shri Shahnawaz Khan: In the list about 100 aids to navigation have been mentioned. The complete list is on the Table of the House.

Mr. Speaker: He wants to know how many of these are likely to be completed during the course of the year 1954-55.

Shri Alagesan: It is a long list.

Mr. Speaker: The hon. Minister is not able to give them.

FLOOD RELIEF WORKS IN MANIPUR

*2158. **Shri Rishang Keishing:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether it is a fact that Government have sanctioned Rs. 1,48,000 to Manipur for relief works in areas affected by heavy floods last year;

(b) the number of people affected by the floods;

(c) whether Government have drawn up any scheme of relief works; and

(d) if so, the details thereof?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes.

(b) Nearly 30,000.

(c) Yes.

(d) A statement indicating relief works proposed to be taken up during 1954-55 is placed on the Table of the House. [*See* Appendix IX, annexure No. 20.]

Shri Rishang Keishing: May I know if any Relief Work Committee has been formed by the public and if so, whether Government has consulted that Committee in drafting these schemes?

Dr. P. S. Deshmukh: I require notice.

Shri Rishang Keishing: Do Government propose to finish the execution of the schemes before the next rainy season sets in?

Dr. P. S. Deshmukh: The provision made is for the year 1954-55 and I think it is reasonable to expect that it will be spent during the course of the year.

Shri Rishang Keishing: Apart from the various schemes mentioned in the statement, may I know if Government is contemplating to undertake some permanent measures to control floods in Manipur?

Dr. P. S. Deshmukh: I do not see that there is any proposal of that nature for the moment before the Government.

B. C. G. VACCINATION

*2159. **Dr. Natabar Pandey:** Will the Minister of **Health** be pleased to state how many people were B.C.G. vaccinated in 1953 in Orissa?

The Deputy Minister of Health (Shrimati Chandrasekhar): 63,691 persons were B.C.G. vaccinated in Orissa in 1953.

Dr. Natabar Pandey: May I know whether any special arrangements have been made to get people B.C.G. vaccinated in the T.B. Sanitorium in Kalahandi District?

Shrimati Chandrasekhar: In the State of Orissa B.C.G. vaccination was introduced only in October 1953. I have already given the number. That is all that I can say about the number of persons B.C.G. vaccinated and tuberculin tested.

Dr. Natabar Pandey: Can the figures in regard to the State district-wise be given?

Shrimati Chandrasekhar: I have not got the break-up of figures.

Pandit D. N. Tiwary: In view of the increasing incidence of T.B. in the country, how long will it take for the Government to vaccinate the entire population with B.C.G.?

Shrimati Chandrasekhar: I would require notice.

JAPANESE METHOD OF RICE CULTIVATION

*2160. **Shri Sanganna:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether all the State Governments have been asked to intensify the Japanese method of paddy cultivation during the next season; and

(b) the acreage of land expected to be brought under cultivation thereby?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes, Sir.

(b) A statement indicating the targets fixed for each State for 1954 is placed on the Table of the House. [*See* Appendix IX, annexure No. 21.]

Shri Sanganna: May I know whether it is intended to bring the entire country under the Japanese method of cultivation?

Dr. P. S. Deshmukh: That would not be very easy and may create problems of surplus and aggravate the present situation. Government have no present intention of doing that.

सेठ गोविन्द दास : क्या केन्द्रीय सरकार इस सम्बन्ध में कुछ रुपया प्रान्तीय सरकारों को देने का इरादा रखती है जो सिर्फ इसी काम में खर्च हो और दूसरे काम में खर्च न हो ?

डा० पी० एस० देशमुख : इस में हम खाली दो तीन तरह की मदद करते हैं, एक तो जो हमारे पास पब्लिसिटी मैटीरियल है वह काफी तादाद में, जिस को जितना चाहिये उतना, देते हैं । इस के अलावा १० हजार टन बाहर से आया हुआ और साढ़े बारह हजार टन अपने देश का फर्टिलाइजर ऐमोनियम सल्फेट देते हैं । इस के अलावा और कोई मदद हम नहीं देते हैं ।

Shri Bhagwat Jha Azad: Since the Government is boosting up this Japanese method, may I know what would be the increase in yield per acre if the same amount is spent on boosting up the Indian type of cultivation?

Dr. P. S. Deshmukh: The increase in the yield would be negligible as against the yield by the Japanese method of cultivation which is phenominal.

Shri N. L. Joshi: May I know in which of the States the area under Japanese cultivation was the largest in the year 1953?

Dr. P. S. Deshmukh: I have not got the figures; but, from memory, I think West Bengal and Hyderabad were the States with the largest area.

RICE ALLOTMENT TO TRAVANCORE-COCHIN

*2161. **Shri Achuthan:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) the total quantity of rice that will be allotted to Travancore-Cochin

State for 1954 from the internal production and imported stocks; and

(b) how much will be subsidised quantities?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): (a) No ceiling figure of such total quantity has been fixed, but it is expected that the full requirements of the State will be met by allotments from the Centre.

(b) Supply of rice up to six ounces per head per day is made from Government shops in Travancore-Cochin at a subsidized price. Quantities that would be issued over and above this scale will be at economic price. It is difficult to estimate what quantity throughout the year will come under the first category, as this would depend on offtakes.

Shri Achuthan: May I know what is the price per maund of rice, separately for imported as well as Indian procured rice?

Shri M. V. Krishnappa: The rice that we supply—six ounces per head—in Travancore-Cochin is at the rate of Rs. 17 per maund.

Shri Achuthan: Has the Travancore-Cochin Government approached the Central Government and wanted to bear the whole loss beyond Rs. 2 crores in the current year if they sell the rice at the present price?

Shri M. V. Krishnappa: We have asked them to eat as much as they like. The total quantity depends on how much they eat this year. The calculation will have to be made at the end of the year.

Shri A. M. Thomas: May I enquire whether the Central Government has recently allowed the present State Government in Travancore-Cochin to stop internal procurement? Has that permission been given due to the general improvement in the food situation, or has it been due to any particular, representation made by the present Government, or was any similar representation made also by the previous Government?

Shri M. V. Krishnappa: In Travancore-Cochin they used to procure a very negligible quantity of rice. For example, they have procured only 27,000 tons while we have supplied them with 330,000 tons of rice. In comparison with the supplies we used to give them, they used to procure very little. Procurement means harassment of the agriculturists. To encourage the Grow More Food Campaign in Travancore-Cochin and to make it self-sufficient regarding rice, it is a concession given to the agriculturists to avoid irksome features of control. That has been our policy, wherever it is possible, to leave off compulsory procurement.

Shri Punnoose: Are the Government aware that the three ounces of rice could be had over and above the six ounces, but a large number of people could not purchase it simply because of the lack of purchasing power? As such, has the Government any proposal to give more rice at reduced prices?

Shri M. V. Krishnappa: We have agreed to give them at the same price the six ounces of rice. Over and above that, we have asked them to have any amount of rice and that will be given at an economic price of Rs. 22/8 per maund.

Cashew Experimental Farms

*2163. **Shri A. M. Thomas:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether Government have made any grant to conduct cashew experimental farms in Malabar and Travancore-Cochin;

(b) if so, what amount;

(c) what work has so far been done in these farms;

(d) the nature of control exercised by the Centre over the expenditure; and

(e) what steps, if any, are proposed to be taken by Government to encourage cashew plantation?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes. The experimental station in Madras is however located at Mangalore.

(b) Rs. 26,280 have been sanctioned by the I.C.A.R. for Travancore-Cochin and Rs. 39,720 for Madras.

(c) Progress Reports of these research stations are awaited.

(d) The expenditure is audited by Accountant General of the State concerned in accordance with the conditions governing the grant and he certifies that the grant has been utilised by the State Government for the objects for which it was sanctioned.

(e) This is under consideration.

Shri A. M. Thomas: May I enquire whether the Government has made any survey of the nature of land suitable for cashew cultivation and the extent of land available for that purpose?

Dr. P. S. Deshmukh: No complete survey has been made, but, as it will be seen, these experimental stations are intended for ascertaining which is the land best suited for this plantation.

Shri A. M. Thomas: May I enquire whether it has come to the notice of the Government that the experiment done in the anti-erosion research section at D.V.C. with cashew trees have shown that the soil wherein we cannot grow any other useful trees are suitable for cashew plantation, and, if so, whether any attempt has been made to let us know the results of that research?

Dr. P. S. Deshmukh: I am aware of these experiments and I have seen them myself. We intend to encourage them as much as possible.

Shri A. M. Thomas: May I know whether the Government has taken any substantial steps so far in view of the fact that we can attain self-sufficiency in the matter of cashew nuts? For example, we are importing to the extent of 50,000 tons. Has Government taken any serious steps so far to have an expansion of cashew cultivation in this country?

Dr. P. S. Deshmukh: We are aware of the need of intensification of plantation of cashew trees and we are contemplating to take sufficient active steps in this direction.

Shri V. P. Nayar: May I know whether Government are aware that the yield per tree of cashew-nuts in Travancore-Cochin remains at only 20 lbs. per year as compared with 25 and 30 lbs. outside Travancore-Cochin? May I know whether Government have made any special efforts to increase this yield per tree of cashew-nut in the planted areas of Travancore-Cochin?

Dr. P. S. Deshmukh: I am prepared to have the information contained in the first part of the question of my hon. friend. So far as the other part is concerned, these experiments and researches are intended to do that.

Shri M. D. Joshi: May I know what steps Government have taken so far to encourage cashew-nut plantation in Bombay?

Dr. P. S. Deshmukh: One of the researches carried on happens to be located in the Bombay State in the Ratnagiri district.

INDIGENOUS DRUGS

***2164. Shri K. C. Sodhia:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether any attempts have been made to catalogue the herbs and other indigenous medicines administered in cattle diseases by 'Gwalas' and farmers; and

(b) if so, what progress has been made in the matter?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes; by the Indian Council of Agricultural Research.

(b) The Indian Council of Agricultural Research has collected about 800 prescriptions of indigenous drugs used in the treatment of animal diseases. A special Sub-Committee has been appointed to examine the advisability of utilizing the prescriptions collected. Some promising prescriptions out of this collection have been selected by that Sub-Committee and the correct scientific nomenclature of the component drugs has been verified. The testing of the

efficiency of the selected prescriptions by practical trials at research stations, veterinary hospitals, and Government farms under controlled conditions is being planned, and suitable action will be taken on the recommendations of the Sub-Committee.

Shri K. C. Sodhia: Does the Government propose to publish the information collected so far and the new experiments that are being made?

Dr. P. S. Deshmukh: Wherever we find that it would be worth while to publish the results and when we are convinced of the remedy, we will certainly do so.

Shrimati Jayashri: May I know which are these research stations where the research in indigenous drugs is being carried on?

Dr. P. S. Deshmukh: There are one or two places where it is being carried on. It is, I think carried on in the Izatnagar Research Institute.

श्री भक्त दर्शन : क्या मैं जान सकता हूं कि हिमालय के जंगलों में जो भांति भांति की मूल्यवान जड़ी-बूटियां होती हैं उनकी मात्रा और श्रेणी के उचित विकास करने के लिए क्या क़दम उठाये जा रहे हैं ?

Dr. P. S. Deshmukh: This Committee will certainly take the information supplied by my hon. friend into account and it will see what can be done.

कोथागुदम कोयला खान दुर्घटना

*२१६५. **श्री रघुनाथ सिंह :** (क) क्या श्रम मंत्री यह बताने की कृपा करेंगे कि क्या सरकार को मालूम है कि २ अप्रैल, १९५४ को हैदराबाद में कोथागुदम कोयला खान में दुर्घटना के फलस्वरूप पांच खनिक मारे गए ?

(ख) यदि हां, तो इस दुर्घटना के क्या कारण थे ?

The Minister of Labour (Shri V. V. Giri): With your permission, I may be allowed to state that I promise to make an elaborate statement on this matter next week on the basis of a report received from the Chief Inspector of Factories. I therefore think this answer will only be a small part of the statement.

Mr. Speaker: Is it the idea that the answer to this question may be postponed?

Shri V. V. Giri: Otherwise, I shall read out the answer; but this is only a small part of the statement that I promise to make next week, and if the hon. Member has no objection, I will read it.

Mr. Speaker: I think it is better to postpone that. It means that the present question is answered and he will lay the statement on the Table.

New Delhi Railway Station

*2166. **Shri Radha Raman:** Will the Minister of **Railways** be pleased to state:

(a) whether the details of the Scheme for the reconstruction of the New Delhi Railway Station are now available; and

(b) if so, what are the principal features?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) Yes, Sir.

(b) The new building, besides having facilities like waiting rooms and refreshment rooms will include spacious waiting halls, improved vendor stalls and retiring rooms for third class passengers. Tonga, taxi, private car and cycle stands would also be provided.

Shri Radha Raman: What is the maximum amount that Government proposes to spend on its reconstruction, and, is there any time-limit within which the work is to be completed?

Shri Shahnawaz Khan: Government is going to spend very nearly Rs. 20 lakhs over it, and the whole station will be completed within the next two years.

Shri Radha Raman: In what way will it differ from the present station, when

completed? May I know whether such reconstruction will affect any adjoining areas?

Shri Shahnawaz Khan: The facilities that at present exist in the New Delhi railway station are considered very inadequate, and it is considered that they are not sufficient to keep pace with the increased traffic that exists now. Therefore, the whole station is being re-modelled to make it much more spacious and really worthy of the capital town of India.

Some Hon. Members *rose*—

Mr. Speaker: Hon. Members should not begin to put their questions unless called upon as it creates confusion.

Shri Radha Raman: May I know if the Government is aware that other way side stations in Delhi such as Shadara, Subzimandi and Kishenganj, also require similar attention and whether Government proposes to reconstruct any of them during the first Five Year Plan period?

Shri Shahnawaz Khan: The Government is fully aware that lots of stations require lots of things to be done, but we are taking it in the order of priority, that is, the most important thing coming first.

Shri Bansal: A part of the hon. Member's question was whether some nearby areas will be affected by the extension of the New Delhi railway station and the hon. Minister has not replied to that part of the question. I wish to know whether nearby areas will be affected, and, if so, what will happen to the property-owners who are living in those areas?

Shri Shahnawaz Khan: We do not think that nearby areas will be affected. All the re-modelling that is to be done will be done within the present premises and the ceremonial platform.

SUGAR INSTITUTE, KANPUR

*2167. **Shri M. L. Agrawal:** (a) Will the Minister of **Food and Agriculture** be pleased to state whether there is a proposal to shift a branch of the Sugar Institute from Kanpur to Delhi?

(b) What is the number of employees who will have to come over to Delhi under this proposal?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes.

(b) 12.

Shri M. L. Agrawal: May I know the functions of this Institute, and since when it has been working at Kanpur?

Dr. P. S. Deshmukh: It is a pretty old Institute and I cannot give the date when it started working at Kanpur. It does work on the technology of sugar.

Shri M. L. Agrawal: Will not the exodus of employees from Kanpur add to the housing problem at Delhi?

Dr. P. S. Deshmukh: It is a very insignificant number that is involved, and we are building houses very rapidly.

Shri C. D. Pande: May I know if the proposal to shift from Kanpur to Delhi is in keeping with the declared policy of Government that offices in Delhi should be decentralised, even if they be very small ones?

Dr. P. S. Deshmukh: On examination we found that, as a result of some change in the policy, there was likely to be duplication so far as this section is concerned. It is not a very big office and the twelve people, who will be brought here, will probably accommodate themselves in the existing Statistical Section.

Shri Sinhasan Singh: What were the considerations that led Government into coming to the decision of shifting the Institute from Kanpur to Delhi?

Dr. P. S. Deshmukh: I am afraid there is some misapprehension in the minds of hon. Members. We are not proposing to shift the Institute as such. There was one portion of the work that was being done there and it was purely statistical work in respect of sugar, sugarcane and *khandsari*, which we think should be readily available to the Ministry. Some part of the work is being done in the existing section also. For the sake of avoiding duplication, we are combining the two sections. The

Institute will remain in Kanpur. It was intended to be shifted to Bhadruk, but recently a proposal has been received from the U.P. Government that they would like to continue it in Kanpur itself.

Shri M. L. Agrawal: Will this shifting adversely affect other allied activities of the Institute at Kanpur?

Dr. P. S. Deshmukh: We have made sure that it will not.

NATIONAL HIGHWAY BRIDGES IN ORISSA

*2168. **Pandit Lingaraj Misra:** (a) Will the Minister of **Transport** be pleased to state whether plans and estimates are under preparation for construction of road bridges over Subernarekha, Baitarani, Brahamni, Birupua and Mahanadi rivers on the National Highway No. 5?

(b) Are any of these projects proposed to be undertaken for execution within the First Five Year Plan period?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (b). The river Subernarekha does not cross National Highway No. 5 (Madras-Calcutta road). It, however, crosses National Highway No. 6 (Calcutta-Nagpur-Bombay Road) near its junction with National Highway No. 5 where a bridge is already under construction. The construction of the remaining bridges is not included in the first 5-year plan.

Pandit Lingaraj Misra: Was any preliminary survey made to determine the exact location of these bridges?

Shri Alagesan: Surveys with regard to bridges over two rivers have been included in the present programme with a view to designing the bridges well in time for completion in the Second Five-Year Plan period.

CRAWLER TRACTORS

*2169. **Shri B. C. Das:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) how many heavy and medium crawler tractors have been purchased since 1949 and placed at the disposal of the Central Tractor Organisation;

(b) how many of them are now in use; and

(c) whether any of them have been found unsuitable for operation in Indian conditions?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) 272 heavy and 35 medium tractors.

(b) All are in use. 278 with Central Tractor Organisation 11 with the Mechanised Farms set up by this Ministry. 16 with Bhopal Government and 2 with Vindhya Pradesh Government who required them urgently.

(c) No, Sir.

Shri B. C. Das: May I know whether these purchases were made through the agency of the D.G.S. and D. and whether any expert opinion was sought before these purchases were made.

Dr. P. S. Deshmukh: This matter is five years old and I have not got the information how they were obtained and what was the procedure observed. The hon. Member only wanted to know whether they were in use and I have given that information.

Shri B. C. Das: What is the cost of these crawlers that were purchased?

Dr. P. S. Deshmukh: I am sorry I have not got the information, but I am prepared to give it to the hon. Member later.

Dr. Ram Subhag Singh: Arising out of the reply so far as part (c) of the question is concerned, may I know whether Government will go on importing tractors which are proving unsuitable to Indian conditions or whether they will see that light tractors and other materials are manufactured locally?

Dr. P. S. Deshmukh: I am sure we will not import anything which is unsuitable. In fact, the reply given to part (c) of the question is in the negative, namely, that they are not unsuitable.

पूर्वी उत्तर प्रदेश में चीनी की मिलें

*२१७०. **श्री आर० एन० सिंह** : क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे :

(क) उत्तर प्रदेश के पूर्वी जिलों में चीनी मिलों के क्षेत्रों में इस वर्ष, १९५२-५३ की तुलना नें कितना गन्ना उगाया गया ; और

(ख) १९५३-५४ में गन्ना कितने दिनों तक पेरा गया और १९५२-५३ में कितने दिनों तक ?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) and (b). The required information is not yet available and is being collected.

श्री अलगू राय शास्त्री : इसके इकट्ठा करने में कितना वक्त लगेगा ?

Mr. Speaker: Let us proceed to the next question.

SERVICING OF TRACTORS

*2171. **Shri Jhulan Sinha**: Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether it is a fact that the dealers and importers of tractors in the country have not made adequate arrangements for the supply of spare parts and for after-sale servicing facilities for tractors sold by them; and

(b) the arrangements made or proposed to be made by Government to obviate these difficulties of the purchasers of tractors?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Complaints were received from tractor owners to the effect that the tractor importers were not maintaining adequate stock of spare parts and sometimes their arrangements for servicing the tractors were not very satisfactory.

(b) Under the existing import policy for tractors, the importers are required to maintain adequate servicing facilities and trained service engineers and to import spare parts of the value not less than 15 per cent. of the value of tractors actually imported.

As complaints have been received regarding inadequate arrangements made by the importers and dealers of tractors for supply of spare parts and after-sale servicing facilities for tractors sold by them, a Committee has been appointed to examine the matter and make recommendations. Their report is awaited.

Shri Jhulan Sinha: May I know if there is any proposal before the Government for opening centres in different parts of the country to ensure timely and efficient service to the owners of the tractors?

Dr. P. S. Deshmukh: It was precisely to remove that complaint that this Committee was appointed and it is the intention of the Government to see that better servicing facilities and spare parts are available to the tractor owners.

Shrimati A. Kale: May I know when this Committee was appointed and how long it is going to take to submit its report?

Dr. P. S. Deshmukh: The Committee met for the last time about two or three days back.

Shrimati A. Kale: I wanted to know when it was appointed.

Dr. P. S. Deshmukh: It was appointed sometime last year; I do not know the exact date.

Shri P. C. Bose: May I know if any attempt has been made by the Government to have these spare parts manufactured by Indian engineering firms?

Dr. P. S. Deshmukh: Government is considering this matter and wherever it is possible, we do manufacture certain parts but we have not taken it up in a systematic basis.

I might give the date on which the Committee was appointed; it is 11th February 1953.

ALL-INDIA MEDICAL INSTITUTE

*2172. **Pandit D. N. Tiwary:** Will the Minister of **Health** be pleased to state:

(a) whether the design and estimate for the proposed building of the All-India Medical Institute to be constructed at Safdarjung has been received;

(b) the number of designs submitted; and

(c) the time when the construction is likely to begin?

The Minister of Health (Rajkumari Amrit Kaur): (a) Yes.

(b) 43.

(c) We hope to start at the beginning of the winter.

Pandit D. N. Tiwary: Out of the 43 designs submitted, which have been selected for construction?

Rajkumari Amrit Kaur: The two assessors that have been appointed for the selection are now engaged in the task; we have not yet heard what the result is.

Pandit D. N. Tiwary: What is the estimated cost?

Rajkumari Amrit Kaur: The non-recurring cost is Rs. 401·53 lakhs. The recurring cost is Rs. 126·55 lakhs.

Shri Kasliwal: May I know if the establishment of this All-India Medical Institute has been considerably delayed because of various reasons, one of them being protracted negotiations with the people concerned?

Rajkumari Amrit Kaur: It was delayed in the first instance for a year and a half because the original plan of having the Irwin Hospital as the nucleus was turned down by the Delhi State Government and so we had to go to another area.

Dr. Rama Rao: In view of the long delay that has taken place in constructing this Institute, do Government contemplate starting the principal clinical course even before the Institute is completed?

Rajkumari Amrit Kaur: That is not possible.

STEAM TUG "CHEERFUL"

*2173. **Shri S. C. Samanta:** Will the Minister of **Transport** be pleased to state :

(a) whether it is a fact that a 30 ton steam tug "Cheerful" of the Bombay Port Trust capsized and sank recently;

(b) whether the tug has been salvaged; and

(c) the details of the accident?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) and (b). Yes.

(c) While the s.s. 'Carthage' was being berthed at Ballard Pier on the ebb tide on the 22nd February 1954, the Bombay Port Trust steam tug 'Cheerful' which was fast to the ship's port quarter line capsized and sank. The Serang in charge of the tug was killed; the remaining 8 members of the crew were rescued.

Shri S. C. Samanta: May I know whether it is a fact that the rope that was tied to the liner broke and the accident occurred?

Shri Shahnawaz Khan: No; the rope did not break. In fact, we wish that it had broken; in that case the accident would not have taken place.

Shri S. C. Samanta: Is it not a fact that two other similar accidents took place in the same place, and if so, what steps do Government propose to take to avoid such accidents?

Shri Shahnawaz Khan: It is true that some accidents have taken place in the same place before. The matter is being dealt with by the Port Trust authorities. Every time an accident takes

place, regular enquiries are instituted and the causes are ascertained and adequate action is taken.

MICA MINES LABOUR WELFARE FUND

*2174. **Shri Nageshwar Prasad Sinha:** (a) Will the Minister of **Labour** be pleased to state the works that were undertaken in 1952 and 1953 in Bihar under the Mica Mines Labour Welfare Fund?

(b) How many have been completed?

(c) Were wells also sunk and quarters for labour built at the mine-sites?

(d) If so, how many and where?

The Minister of Labour (Shri V. V. Giri): (a) and (b). A statement giving the required information is placed on the Table of the House. [*See* Appendix IX, annexure No. 22.]

(c) Wells were sunk, but no quarters were built.

(d) Three wells; one each at Khalakatambi, Dhorakola and Saphi.

Shri Nageshwar Prasad Sinha: What is the estimated cost of the wells?

Shri V. V. Giri: The estimated cost of the three wells is Rs. 15,000.

Shri Nageshwar Prasad Sinha: May I know if the hon. Minister is aware of the fact that in this very area, the Forest department sanctions a well for Rs. 2,500; the District Board sanctions a well for Rs. 1,500 and a well is sanctioned from the Development Fund for Rs. 2,000, and if so, why these three wells should cost so much?

Shri V. V. Giri: I will be glad to look into the matter.

Shri P. C. Bose: What is the average annual collection from the cess for the Mica Mines Labour Welfare Fund? What is the balance on hand?

Shri V. V. Giri: The income varies from year to year. I may give the information.

1946-47 ... Rs. 3,22,757.
1947-48 ... Rs. 9,31,747.
1948-49 ... Rs. 8,19,871.
1949-50 ... Rs. 11,18,330.
1950-51 ... Rs. 24,89,000.
1951-52 ... Rs. 24,09,000.
1952-53 ... Rs. 9,04,000.

Shri P. C. Bose: What is the balance on hand?

Shri V. V. Giri: I am sorry I have not got the figures.

Shri Nageshwar Prasad Sinha: It is common experience that mica mines are not like coal mines and that these mica mines are exhausted in the course of five years, or ten years or fifteen years. May I know the wisdom of investing so much amount in these permanent structures or costly wells?

Shri V. V. Giri: I would like to have notice.

Shrimati A. Kale: To what purpose is this Fund going to be utilised?

Shri V. V. Giri: Welfare measures consisting of medical, educational and recreational facilities and supply of drinking-water facilities etc.

REGISTRATION OF FACTORIES

*2176. **Shri K. C. Sodhia:** Will the Minister of **Labour** be pleased to state:

(a) the total number of appeals received and disposed of during 1953-54 by the Central Government under Section 6(3) of the Factories Act, 1948;

(b) in how many cases the original orders were (i) reversed, and (ii) modified; and

(c) to which industries the appellants belong?

The Minister of Labour (Shri V. V. Giri): (a) Nil.

(b) and (c). Do not arise.

Mr. Speaker: Next question.

Shri K. C. Sodhia: Would not you allow me to put supplementaries?

Mr. Speaker: Order, order. The hon. Member in the first instance was not attentive when his question was called. When the Chair calls the question number, he took a minute to stand up. Probably he was thinking about his supplementary. The Chair cannot wait like that.

PILIBHIT COLONISATION SCHEME

*2177. **Shri M. L. Agrawal:** (a) Will the Minister of **Food and Agriculture** be pleased to state whether a scheme of colonisation in Pilibhit District of Uttar Pradesh is under the consideration of Government?

(b) If so, what is the proposed site and what area will it cover?

(c) What are the objects of the scheme and how far has it progressed?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes, Sir.

(b) The scheme is proposed to be taken up in the Lakhimpur Kheri and Pilibhit districts and aims at bringing an area of 50,000 acres of culturable waste under cultivation.

(c) The object is to settle a number of educated unemployed persons on the land which will be reclaimed within the period of the First Five Year Plan. The scheme has only recently been submitted to the Government of India for financial assistance and is now under consideration.

Shri M. L. Agrawal: Will it be undertaken by the State Government or by the Centre?

Dr. P. S. Deshmukh: The U.P. Government has asked us for financial assistance. So far as the clearance of the land is concerned, it is proposed that the CTO should do it.

Shri M. L. Agrawal: What is the estimated cost of this scheme?

Dr. P. S. Deshmukh: The U.P. Government have asked us for a loan of Rs. 79·5 lakhs and a grant of Rs. 26 lakhs during 1954-55.

श्री भक्त दर्शन : क्या मैं जान सकता हूं कि किन किन इलाकों के शिक्षित बेकार युवक इस कालोनी में बसाये जायेंगे ?

Dr. P. S. Deshmukh: We have not decided from what areas they should come.

Shri C. D. Pande: May I know from the hon. Minister about the number of unemployed educated young men who will be settled in these lands?

Dr. P. S. Deshmukh: According to the scheme, it will provide employment to about 4,000 graduates, post-graduates and diploma-holders, 100 graduates and post-graduates, 240 diploma-holders, 1200 skilled or semi-skilled workers and 3,000 unskilled workers.

EXPORT OF CATTLE FROM MANIPUR

*2178. **Shri Rishang Keishing:** Will the Minister of **Food and Agriculture** be pleased to refer to starred question No. 579 answered on the 22nd December, 1953 and state:

(a) whether it is a fact that Government have arrived at a decision to stop further export of Cattle from the flood-affected areas of Manipur; and

(b) whether any representation has been made by the people of the flood-affected areas to allow them to export the required quota?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes. On the report of the Deputy Commissioner that no more surplus cattle were left, the Council of Advisers decided on the 15th January, 1954 to stop further exports of cattle from Manipur.

(b) Four representations were received which were rejected.

Shri Rishang Keishing: What was the number of cattle originally proposed by Government to be exported from the flood-affected area and how many of them have been exported?

Dr. P. S. Deshmukh: 149 permits were issued in December 1953 for export of cattle from the State. On these permits 287 cattle were exported from December 1953 to January 1954.

Shri Rishang Keishing: What was the object of the Government in permitting export of cattle from the flood-affected area, and why was the export abruptly stopped?

Dr. P. S. Deshmukh: According to the information I have at the time when the cattle were permitted to be exported, they were considered to be surplus to the requirements.

Shri Rishang Keishing: Is it a fact that the permit holders have already acquired the quota allotted to them and they are now lying with them?

Dr. P. S. Deshmukh: That may probably be a fact.

QUARTERS FOR CLASS IV STAFF

*2151. **Shri M. D. Ramasami** (on behalf of **Shri Muniswamy**): Will the Minister of **Railways** be pleased to state:

(a) the total number of class IV Railway employees on the Southern Railway who have not been provided with quarters up to January 1954; **and**

(b) what steps are being taken by Government to meet the demand from the employees for quarters?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) The exact number is being ascertained and the information will be laid on the table of the House.

(b) The Railways' policy is to build quarters at such stations where there is serious shortage of private accommodation or where quarters are required for housing staff whose duties require them to live close to their work. A sum of approximately Rs. 60 lakhs is spent annually on building new quarters on the Southern Railway and a major portion of this is spent on the construction of quarters for class IV staff.

Shri N. L. Joshi: May I know whether Class IV employees who are not provided with quarters are paid any house rent allowance and if so how much?

Shri Shahnawaz Khan: Any railway employee who is not provided with a quarter is paid a house rent allowance. In this particular case I do not know the exact amount.

TIME TEST FOR POSTAL STAFF

*2175. **Shri M. D. Ramasami** (on behalf of **Shri Muniswamy**): (a) Will the Minister of **Communications** be pleased to state whether it is a fact that Government have appointed an officer to revise the time test for the clerical staff in post offices?

(b) Has the officer concluded his work and submitted a report to Government?

(c) Have Government directed this officer to prepare a time test for the postmen, sorting postmen and class IV staff?

(d) If the answer to part (c) above be in the negative, what are the reasons therefor?

The Minister of Communications (Shri Jagjivan Ram): (a) An officer was appointed on special duty in 1952 for revising the time test for the clerical staff in post offices.

(b) Yes.

(c) No.

(d) (1) For *postmen* and *letter box peons*, generally the principle of rule 552 of the P and T Manual Vol. IV is followed with adjustments in the case of large towns etc. This rule requires that having regard to all the circumstances of the locality, ordinarily such officials may properly be required to walk 10 miles a day in plains and 8 miles a day in hill stations with a total attendance of at least 8 hours.

(2) As regards *Sorting postmen*, they are already covered by Time Test for clerks

(3) in the case of *Class IV* staff generally every proposal is examined

on its own merits. The question of prescribing a standard was considered but it was not found possible to prescribe one which can be applied everywhere.

Shri A. M. Thomas: In answer to part (b) of the question the hon. Minister stated that the officer has submitted the report. May I enquire what exactly is the nature of the report and whether Government have accepted the recommendations contained in it?

Shri Jagjivan Ram: The report is still under examination.

BOMBAY DOCK LABOUR BOARD

*2162. **Shri M. S. Gurupadaswamy:** (a) Will the Minister of **Labour** be pleased to state whether it is a fact that the Bombay Dock Labour Board has decided not to register the categories of foremen and chargemen under the Bombay Dock Workers (Regulation of Employment) Scheme, 1951, even though the categories in question are included in the Schedule of the Scheme?

(b) Is it a fact that the Inspector appointed under the Dock Workers (Regulation of Employment) Act, 1948, has issued a notice on the Bombay Dock Labour Board for contravention of the Scheme?

(c) What action do Government propose to take in the matter?

The Minister of Labour (Shri V. V. Giri): (a) and (c). A statement is laid on the Table of the House. [*See* Appendix IX, annexure No. 23.]

(b) The Inspector requested the Board on the 12th December, 1953, that all foremen and chargemen should be registered under the Scheme.

I may add that before taking a final decision it was considered that the Bombay Dock Workers' Union might be given an opportunity to discuss the matter. The Chief Labour Commissioner discussed the matter with all parties concerned, but did not reach any final conclusion. The subject is now stone required for the purpose and Dock Workers' Advisory Committee to be held on the 3rd and 4th May 1954 at Bombay.

Shri M. S. Gurupadaswamy: May I know whether the Inspector submitted any report to Government, and if so, what action has been taken by Government on that report?

Shri V. V. Giri: I would not like to anticipate anything at the present moment, because the Advisory Committee is meeting on the 3rd and 4th of May. If later the hon. Member puts a question I will give him complete information.

Shri M. S. Gurupadaswamy: At least, may I know what were the reasons for not registering the categories of foremen and chargemen and what was the reason behind the decision of the Dock Labour Board?

Shri V. V. Giri: Giving any answer now would only prejudice the issue.

WRITTEN ANSWERS TO QUESTIONS

DHALIAI KHAL BARRAGE IN TRIPURA

*2157. **Shri Dasaratha Deb:** Will the Minister of **Food and Agriculture** be pleased to state whether any enquiry was made in regard to the construction of the Dhaliai Khal Barrage of Sonamura in Tripura?

The Minister of Agriculture (Dr. P. S. Deshmukh): A preliminary enquiry was made in September, 1953. Tripura Government are now contemplating a detailed enquiry.

AKRA SPUR

456. **Shri Barman:** (a) Will the Minister of **Transport** be pleased to state whether the Commissioner of the Port of Calcutta is going to construct the Akra spur this year and if so, what is the budget allotment for that purpose?

(b) Is it being built departmentally or through contract system?

(c) What is the total quantity of stone required for the purpose and

from which area are the stones being procured?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) The Akra Spur is already under construction. A provision of Rs. 20 lakhs was made for this work in the Commissioner's Revised Budget Estimates for 1953-54 and the balance of Rs. 13·92 lakhs has been provided in the Capital Budget Estimates for 1954-55.

(b) The Port Commissioners have split up the work into two parts—

(i) procurement of materials; and

(ii) dumping into the river.

Both the items are being done by contractors.

(c) Eight lakhs cft; 4 lakhs cft. from Pakur and 4 lakhs cft. from sources in Orissa through the agency of the Eastern Railway.

TRAINING OF VILLAGE LEVEL WORKERS

457. **Th. Lakshman Singh Charak:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether there is any training centre for the training of village level workers and supervisory staff in the States, for which funds have been allotted by the Ford Foundation; and

(b) if so, the number of persons so far trained—State-wise and year-wise?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes.

(b) A statement is laid on the Table of the House. [*See* Appendix IX, annexure No. 24.]

SUGAR-CANE

458. **Shri S. N. Das:**
Shri M. L. Agrawal:

Will the Minister of **Food and Agriculture** be pleased to state:

(a) the total quantity of sugarcane crushed by all the factories in India during 1953-54;

(b) how this quantity compares with the quantity crushed last year; and

(c) what is the quantity of sugar produced during 1953-54, State-wise, and how this compares with the previous year?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): (a) and (b). The total quantity of sugarcane crushed by all the factories in India during the season 1953-54, up to 31st March, 1954, is estimated at 25·94 crore maunds as against 28·92 crore maunds crushed during the corresponding period of the previous year. The total quantity of cane crushed during the whole of the season 1952-53, however, worked out to 35·92 crore maunds. The final figure for the current year will be known only after the close of the season on 31st October 1954.

(c) A statement giving the required information is laid on the Table of the House. [*See* Appendix IX, annexure No. 25.]

उपप्रादेशिक नौकरी दफ़्तर

४५९. श्री रूप नारायण : क्या श्रम मंत्री यह बताने की कृपा करेंगे कि :

(क) उत्तर प्रदेश में कितने उपप्रादेशिक नौकरी दफ्तर खोले गये हैं ; और

(ख) ये दफ़्तर किन किन तिथियों को कहां कहां और किस आधार पर खोले गए ?

The Minister of Labour (Shri V. V. Giri): (a) and (b). A statement is placed on the Table of the House. [*See* Appendix IX, annexure No. 26.]

WASTE LANDS

460. **Shri Y. M. Mukne:**
Shri Natawadkar:
Shri B. K. Patel:

Will the Minister of **Food and Agriculture** be pleased to state:

(a) the extent of cultivable wastelands in India State-wise, in 1953; and

(b) the area of cultivable wasteland brought under cultivation, year-wise and State-wise, from 1949 up-to-date?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) The latest information available is for the year 1950-51. This is given in the statement placed on the Table of the House.

(b) The information is contained in the Statement placed on the Table of the House. [*See* Appendix IX, annexure No. 27.]

NATIONAL PARKS

461. Shri K. P. Sinha: Will the Minister of **Food and Agriculture** be pleased to state whether the Indian Board for Wild Life has suggested the development of Jaldapara Sanctuary in West Bengal as a National Park?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): Yes.

डी० टी० एस० की बसें

४६२. श्री नवल प्रभाकर : क्या परिवहन मंत्री यह बताने की कृपा करेंगे कि डी० टी० एस० की जो ८८ बसें, १९५३-५४ की रिपोर्ट में निकम्मी करार दी गई थीं, उन का क्या किया गया ?

The Deputy Minister of Railways and Transport (Shri Alagesan): By public auction through an approved Government auctioneer.

MALARIA

463. Shri N. B. Chowdhury: Will the Minister of **Health** be pleased to state:

(a) the aid given to the Government of West Bengal during 1952-53 and 1953-54 under the National Malaria Control Scheme; and

(b) the progress achieved till now?

The Minister of Health (Rajkumari Amrit Kaur): (a) and (b). A statement containing the required information is laid on the Table of the House. [*See* Appendix IX, annexure No. 28.]

"GROW MORE FOOD" GRANTS TO WEST BENGAL

464. Shri N. B. Chowdhury: Will the Minister of **Food and Agriculture** be pleased to state the amounts of loans and grants-in-aid separately given to the State of West Bengal yearly under the "Grow More Food" campaign since 1950-51?

The Minister of Agriculture (Dr. P. S. Deshmukh): The information is given below:

Amount sanctioned by Central Government

(Rs. lakhs)

Year	Loan	Grant
1950-51	49·64	61·63
1951-52	69·94	59·14
1952-53	38·66	37·24
53-54	256·32	28·32
TOTAL	414·56	186·33

पंजाब में नलकूएं

४६५. डा० सत्यवादी : क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) केन्द्रीय सरकार ने पंजाब को नलकूएं बनाने के लिये कितनी वित्तीय सहायता दी है ;

(ख) अब तक जो नलकूएं बन चुके हैं, उन की ज़िलेवार संख्या कितनी है ; और

(ग) १९५५ का कार्यक्रम क्या है ?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): (a) A statement giving the relevant information is placed on the Table of the House. [*See* Appendix IX, annexure No. 29.]

(b) Number of tube-wells so far drilled in the State is 344. Area-wise distribution of these tube-wells is contained in the statement placed on the Table. [*See* Appendix IX, annexure No. 29.]

(c) The Programme of construction in the State for the year 1954 is about 150 tube-wells.

Contents

Part II - Parliamentary Debates
(Part II - Proceedings other than Questions and Answers)

Friday, 30th April, 1954—

Message from the Council of States 6133

Papers Laid on the Table— . . . . . 6134, 6134—6135

Agreement with Government of Nepal on the Kosi Project 6134

Amendments on General Regulations of the Industrial Finance Corporation of India . . . . . 6134—6135

Report of Indian Council of Agricultural Research for 1951-52 . . . 6135

Correction of answer to Starred Question No. 120 6134

Calling Attention to Matter of Urgent Public Importance—Firing by French Indian Police near Mahe . . . . . 6135—6137

Motion for Adjournment—Firing by French Indian Police near Mahe . . 6137

Companies Bill—Motions for reference to Joint Committee and to circulate—*Not concluded* . . . . . 6137—6172

Motion *re* Seventh Report of Committee on Private Members' Bills and Resolutions—adopted . . . . . 6172—6182

Resolution *re* Working of Administrative machinery and methods at the Centre—negatived . . . . . 6182—6224

Resolution *re* Reservation of production of Sarees and Dhoties for handloom industry—*Not concluded* . . . . . 6223—6234

THE

Dated.....27/11/2019

PARLIAMENTARY DEBATES

(Part II—Proceedings other than Questions and Answers)

OFFICIAL REPORT

HOUSE OF THE PEOPLE

Friday, the 30th April, 1954

The House met at a Quarter Past Eight of the Clock

[MR. SPEAKER *in the Chair*]

QUESTIONS AND ANSWERS

(See Part I)

9-07 A.M.

MESSAGE FROM THE COUNCIL OF STATES

Secretary: Sir, I have to report the following message received from the Secretary of the Council of States:—

"In accordance with the provisions of sub-rule (6) of Rule 162 of the Rules of Procedure and Conduct of Business in the Council of States, I am directed to return herewith the Voluntary Surrender of Salaries (Exemption from Taxation) Amendment Bill 1954, which was passed by the House of the People at its sitting held on the 23rd April, 1954, and transmitted to the Council of States for its recommendations and to state that the Council has no recommendations to make to the House of the People in regard to the said Bill."

PAPER LAID ON THE TABLE

AGREEMENT WITH GOVERNMENT OF NEPAL ON KOSI PROJECT

The Minister of Planning and Irrigation and Power (Shri Nanda): Sir, I beg to lay on the Table a copy of an Agreement between the Government of India and the Government of Nepal on the Kosi Project signed on the 25th April, 1954. [*Placed in Library. See* No. S-131/54.]

CORRECTION OF ANSWER TO STARRED QUESTION NO. 120

The Deputy Minister of Natural Resources and Scientific Research (Shri K. D. Malaviya): Sir, in answer to Starred Question No. 120 asked on the 18th February, 1954, in the written reply, by mistake the words "Sadia Frontier Tract Districts" were mentioned. The penultimate paragraph of the reply given to Starred Question No. 120 should therefore, be read as follows:

"The gravimetric survey, which started about September, 1953, and is still in progress, has covered Lakhimpur and Subsagar Districts".

PAPERS LAID ON THE TABLE

AMENDMENTS ON GENERAL REGULATIONS OF THE INDUSTRIAL FINANCE CORPORATION OF INDIA

The Deputy Minister of Finance (Shri A. C. Guha): I beg to lay on the Table a copy of certain amendments to the General Regulations of the Industrial Finance Corporation of

[Shri A. C. Guha]

India under sub-section (3) of section 43 of the Industrial Finance Corporation Act, 1948. [Placed in Library. *See* No. S-133/54.]

REPORT OF INDIAN COUNCIL OF AGRICULTURAL RESEARCH

Mr. Speaker: Who is deputising for the Minister of Agriculture? He is not here.

Shri A. C. Guha: I shall do so, Sir.

The Deputy Minister of Finance (Shri A. C. Guha): Sir, I beg to lay on the Table a copy of the Report of The Indian Council of Agricultural Research for the year 1951-52. [Placed in Library. *See* No. S-132/54]

Mr. Speaker: That is all right for the present. But it is unsatisfactory. The Minister has to be present on such occasions.

CALLING ATTENTION TO MATTER OF URGENT IMPORTANCE

FIRING BY FRENCH INDIAN POLICE NEAR MAHE

Mr. Speaker: We will now take up the notice under Rule 215 received from Shri Kotha Raghuramiah and Shri Nettur P. Damodaran, about firing by French Indian Police in Mahe on 26th April, 1954.

The Deputy Minister of External Affairs (Shri Anil K. Chanda): According to the information received by the Government of India, the French Indian police opened fire on a group of Indian nationals while they were passing through Cheru Kallaye enclave of the French settlement of Mahe. This happened on the night of 26th April. As a result of the firing two Indian nationals are reported to have died. One of them, Shri Achuthan, was apparently killed immediately and his body was stated to have been buried by the French police. Another Indian subject, Shri Anandan, sustained bullet wounds and he was removed to the hospital at Tellicherry in Indian territory, where he expired at noon on the 27th. Three other Indian nationals, Shri Govindan Adiody, Shri Kutty and Shri Mammooty are reported to have received serious injuries and are being treated in the Tellicherry hospital. According to information received later, Shri Achuthan's body has been recovered.

On receiving the report about this incident the Indian Consul General at Pondicherry lodged an immediate protest to the French Commissioner of the Republic. A similar protest was also lodged by the Ministry of External Affairs with the French Embassy here. The French Government has been requested to institute immediate inquiries into the incident and to take stringent measures against the French Indian police officials concerned and also to prevent a repetition of such high-handedness by the French Indian Police. They have also been requested to pay adequate compensation to the heirs of the deceased and to the persons who were injured. The Government of India's information is that the incident took place wholly in the French territory and not in Indian territory. All the same, the matter is of grave concern to the Government of India, as two Indian nationals have lost their lives and three others injured. We are awaiting a reply of the French Government to our protest.

The notice also refers to "the reported repeated violation of Indian territory by French officials from Mahe." As hon. Members are aware, the permit system which was introduced recently applies only in respect of Pondicherry and Karaikal, and not to Mahe and Yanam. In respect of these two latter settlements there is no ban on the entry into India of French Indian officials other than those belonging to the police force. As regards European officials in the French settlements, they have of

course to obtain the necessary visas to enter Indian territory.

On the 28th instant, the hon. Member Shri Vallatharas asked for detailed information of all incidents on the French Indian territories in recent times. We are preparing the statement, and with your permission, I shall lay it on the Table of the House as soon as it is ready.

MOTION FOR ADJOURNMENT

FIRING BY FRENCH INDIAN POLICE NEAR MAHE

Mr. Speaker: That brings us next to the adjournment motion on this question given notice of by Shri Punnoose and Shri V. P. Nayar,—the situation created by firing by the French Indian Police on a party of Indians near Mahe. In view of the facts that are already now before me, I do not think I can give consent to a discussion of this adjournment motion.

COMPANIES BILL—*contd.*

Mr. Speaker: Now, we will proceed with the further consideration of the following motion, namely, that the Bill to consolidate and amend the law relating to companies and certain other associations, be referred to a Joint Committee of the Houses consisting of 49 members, 33 members from this House, namely,—Shri Hari Vinayak Pataskar, Shri Chimanlal Chakubhai Shah, Shri Awadeshwar Prasad Sinha, Shri V. B. Gandhi, Shri Khandubhai Kasanji Desai, Shri Dev Kanta Borooah, Shri Sriman Narayan Agarwal, Shri R. Venkataraman, Shri Ghamandi Lal Bansal, Shri Radheshyam Ramkumar Morarka, Shri B. R. Bhagat, Shri Nityanand Kanungo, Shri Purnendu Sekhar Naskar, Shri T. S. Avinashilingam Chettiar, Shri K. T. Achuthan, Shri Kotha Raghuramaiah, Pandit Chatur Narain Malviya, Dr. Shaukatullah Shah Ansari, Shri Tokur Subrahmanyam, Col. B. H. Zaidi, Shri Mulchand Dube, Pandit Munishwar Dutt Upadhyay, Shri Radhelal Vyas, Shri Ajit Singh, Shri Kamal Kumar Basu, Shri C. R. Chowdary, Shri M. S. Gurupadaswamy, Shri Amjad Ali, Shri N. C. Chatterjee, Shri Tulsidas Kilachand, Shri G. D. Somani, Shri Tridib Kumar Chaudhuri and Shri C. D. Deshmukh and 16 members from the Council;

that in order to constitute a sitting of the Joint Committee the quorum shall be one-third of the total numbers of members of the Joint Committee:

that the Committee shall make a report to this House by the last day of the first week of the next session;

that in other respects the Rules of Procedure of this House relating to Parliamentary Committees will apply with such variations and modifications as the Speaker may make; and

that this House recommends to the Council that the Council do join in the said Joint Committee and communicate to this House the names of members to be appointed by the Council to the Joint Committee.

Shri T. N. Singh (Banaras Distt.—East): I raised a point of order yesterday regarding the Members of the Select Committee participating in the discussion here. The Chairman, of course, ruled that out of order. Later on, the Chairman said that in future, no Member of the Select Committee shall be called upon to speak and that it was a mistake on the part of Shri Chatterjee—or rather, it was an exception or a deviation from the general rule, to have spoken. So, now, something should be done to re-establish the rule in regard to the Select Committee, Members. Incidently, I think it will not be proper to prevent the other Members of the Select Committee also from participating and making a contribution on the floor of this House. I very humbly request you to re-establish this convention which is a very healthy one not only in this House but also in the Select Committee.

Shri Bansal (Jhajjar-Rewari): I want to make a submission. According to the ruling which is being applied to this House, no Member of the Select Committee can speak either at the reference stage or even after the Bill comes back from the Select Committee. (*Interruptions*).

Mr. Speaker: Let the hon. Member proceed. I shall clarify it later.

Shri Bansal: In the discussion on the Air Corporations Bill, when I got up to speak,—I was Member of the Select Committee—you said that I should not have got up on my seat, because I was a Member of the Select Committee. Normally, those persons who have served on the Select Committee should not speak unless they have signed a minute of dissent.

Mr. Speaker: I should like to be satisfied about the correctness of what he says.

Shri Bansal: You were in the Chair and some conversations were going on between you and me and the Deputy-Speaker. Those are on the records. I want to know if the Select Committee Members will be debarred from speaking at both stages.

Mr. Speaker: He need not proceed further, because the point that he is proceeding on is a hypothetical one. There is a convention. I am glad to see that hon. Members think that it is a good convention. I am very happy. So far as I remember, when the hon. Deputy-Speaker read out the names while placing the motion before the House, he said that there were as many as 33 Members, and it would be difficult for him to remember, if any Member makes an attempt to rise, which all Members' names are included in the long list of 33. Therefore, he appealed to the Members of the House that those Members, whose names are mentioned here, should not try to catch the eye of the Speaker. That is what he had said.

Then, I was under the impression—wrongly of course—as it turns out—that Mr. Chatterjee's name was not in the Select Committee. Therefore, when the Chairman took the seat—and I had seen Mr. Chatterjee trying to catch the eye of the Chair,—in view of his legal acumen and practice, I thought that he should be given a chance, and I said so to the chairman. That was done by mistake. He was called upon not by design or with a view to set aside a convention. Such mistakes cannot be avoided. They can be avoided only by Members, whose names are there, by not trying to catch the eye of the chair, especially in cases where the Select Committee consists of such a long list of 33 Members. I would again appeal to the Members whose names are mentioned in the list for the Select Committee, not to attempt to catch the eye of the Speaker. So, the convention stands. The chair will try its best to see that it is given effect to, but the Chair also is human, just as the hon. Members, and it expects that Members will cooperate with the Chair and will not allow such slips to get in.

As regards the other position which Mr. Bansal has taken, I do not think I have ever enforced that no Member who is a Member of the Select Committee could speak or take part in the proceedings after the Bill is returned by the Select Committee. After the Bill is returned from the Select Committee, it is the property of the House and every Member who chances to catch the eye of the Speaker has a right to participate. The reason for the first convention accepted by the House is that it is for the Select Committee Members to hear what others have to say, and they have all the chances of discussing the Bill in the light of the views expressed in the Select Committee. The time of the House may also be saved. That is the reason of that convention. But the other point which Mr. Bansal has pointed out, to my

mind, is a mistake. If I am mistaken, I shall be glad to have the verification from the proceedings of the House of that day.

Shri Punnoose (Alleppey): It was at the consideration stage.

Mr. Speaker: Yes; it was the consideration stage. I am happy.

Shri T. N. Singh: The violation of the convention was duly pointed out to the hon. Member—the convention which you referred to. Even after that, the hon. Member who should have observed the etiquette and convention which have very kindly pointed out yourself's, did not see it proper to withdraw his speech. What is to be done about the Select Committee?

Mr. Speaker: A mistake was committed. A speech was delivered. Surely, the hon. Member does not mean to urge that the speech should be expunged from the proceedings. That cannot be done in this case. All that I mean is that the Members will try to Cooperate with the Speaker. There is always a chance that due to human weakness mistakes are repeated, but that does not mean that the convention is not going to be observed. That ends the matter.

Pandit Thakur Das Bhargava (Gurgaon): As regards the convention, I may say that it is only a directory rule of conduct. It is not a well-established convention in this House. I remember an occasion when this question arose: one of the Members, Shri R. K. Chaudhuri, made a request to the Chair to allow certain Members of the Select Committee to speak on that Bill, and we were allowed to speak on that Bill there have been other occasion also when we did not observe this rule rigidly. On a particular occasion it may be necessary for you to call upon a particular Member to speak. This is not an established convention in that sense.

Some Hon. Members: No, no.

Pandit Thakur Das Bhargava: You have been pleased to rule that such Members who are not Members of the Select Committee may be allowed to put their views before the Members of the Select Committee and before the House. Therefore, it is a healthy thing. I quite realise that. But, at the same time, it is not an established rule that no Member of the Select Committee shall be allowed to speak on any occasion. If this rule is pursued in practice, I think it will be wrong and may sometimes be productive of positive harm.

Some Hon. Members: No, no.

Pandit Thakur Das Bhargava: In certain occasions, with the permission of the Chair, or if the Chair thinks that it is in the interest of debate that a certain Member should take part, this convention should not be made a fixed principle or rule.

As regards the subsequent matter, as you have been pleased to say, that is an occasion when a Member of the Select Committee should have a certain kind of priority. He comes before the House to see that the Report of the Select Committee is accepted. He is a part author of the report and there is no reason why he should not be allowed to speak.

With regard to the first point also I submit that we have not yet established such a rigid convention that no Member of the Select Committee should be allowed to speak. If it is, then it is very easy for the Government to put any Member on the Committee and prevent him from speaking in the House on a particular Motion. After all, when a Member speaks, he gives certain suggestions to the House which may be considered in the Select Committee. Therefore, I do not think there is any good reason why we should debar for all time any Member who is chosen to a Select Committee, from speaking on that particular Motion.

Sardar A. S. Saigal (Bilaspur): He must not be debarred for all time.

Mr. Speaker: I do not think we need spend any time over this discussion.

[Mr. Speaker]

In a sense it is academic. The soundness of the convention is accepted both by the Chair and the House. The hon. Member is urging for exceptions. In human affairs, there is always scope for exceptions, but they are exceptions and not general rules.

Some Hon. Members: There should be no exceptions.

Mr. Speaker: The hon. Members who are interfering and also standing, are also acting upon the principles of exceptions. The rule is that, when the Chair is standing, no person should be on his legs. However, that is another matter.

As regards the other point which the hon. Member has raised, that it will be easy for Government to stifle a Member's speech or opportunity being given to him for expressing the views...

Pandit Thakur Das Bhargava: Not only the Government, but any Member who moves a Select Committee motion may do so.

Mr. Speaker: ...by simply putting his name as a Member of the Select Committee, I presume that every Member of the Select Committee whose name is put in, is first consulted and only on his acceptance his name is included. If he chooses to accept the membership of the Select Committee, he must accept the disability also. Therefore, nothing remains in the hands of the Government; it is entirely in the hands of the House.

But, after all, I should maintain that the convention to my mind is not a rigid one, but it is a well established one.

Dr. Ram Subhag Singh (Shahabad South): It should be rigidly applied.

Mr. Speaker: It is not a rigid one. As I said, we always have some occasion on which exceptions may be necessary. For example, I find here that in the Select Committee, the hon. Minister's name is included. Shall I prevent him from replying?

Sardar A. S. Saigal: No, Sir. Hon. Minister will not be prevented from replying.

Mr. Speaker: Here is a standing exception. Some other exceptions may also come up on exceptional occasions. Therefore, I say, it is not rigid in that sense, but it is a well established principle and a good one.

Shri S. V. Ramaswamy (Salem): May I know, Sir, if a Member of the Select Committee does speak, his name will be dropped out from the Committee?

Mr. Speaker: That is not so. I was saying that it was through a mistake or a slip that the Member was called upon. I do not think there is any occasion for such questions which are mostly in the nature of cross-examination, if not showing inconsistencies.

I am saying one thing at the end and that is, it is also a well established, not only convention, but rule, that it is the absolute right of the Speaker to decide who should be called upon and who should not be called upon, and all controversies or questions on that point must cease, because the Chair itself has called on that particular Member, whether by mistake or intention.

Shri H. N. Mukerjee (Calcutta North-East): Sir, you have very rightly said that this is a convention which is going to be applied in this House, but necessarily on occasion there would be some exceptions made at the discretion of the Chair. Now that is a completely unexceptionable proposition which I certainly wholeheartedly support. But, at an early stage of the proceedings, you have said that an error was committed by the Chair when a certain Member who was chosen to be on the Select Committee was called upon to speak. I feel, in fairness to the distinguished lady who was in the Chair at that particular point of time, we should say that it was in exercise of the inherent discretion of the Chair that

the hon. Member was allowed an exception. I am very sorry that my friend Shri T. N. Singh raised this question, because he had raised the same question yesterday also and the Chair told him clearly that though the general rule is that members of the Select Committee are not allowed to speak, an exception is being made in the favour of one particular Member who was speaking at that time. The Chair's conduct, therefore was absolutely above board and I should like to say that we should not insist on the expression 'error' in regard to what she did yesterday, and merely say that she exercised her discretion in exercise of her powers as Chairman of the House.

Mr. Speaker: Unfortunately, it appears that the hon. Member was not either present, or, if present, was not attentive. I did not say that it was an error on the part of the Chairman. In explaining the situation, I did specifically point out that as I was leaving and the Chairman was coming in, I saw Mr. Chatterjee trying to catch eye of the Chair; missing the fact that he was a Member of the Select Committee, I had instructed the Chairman that she should call upon Mr. Chatterjee. That I did just at the start. That is why I said it was an error. I did not say that it was an error on the part of the Chairman. The Chairman acted perfectly all right. There is no question about that; but the error was mine and not hers. The hon. Member need not raise the question of deciding as to who is to blame and who is not to be blamed. After all, the Chair is also capable of committing errors and so long as it is human, it cannot be helped.

Dr. Lanka Sundaram (Visakhapatnam): May I point out, Sir, that the word used by the Chair yesterday was 'exception'?

Shrimati Khongmen (Autonomous Distts.—Reserved—Sch. Tribes): Sir, I may say that, when I called the hon. Member Mr. Chatterjee, I did say that it was an exception, and then, in the end I also said that the rule will be strictly observed and no Member of the Select Committee will be called upon to speak on this particular Bill.

Shri C. D. Pande (Naini Tal Distt. *cum* Almora Distt.—South West *cum* Bareilly Distt.—North): Sir, when the House adjourned yesterday I was endeavouring to point out that mere substitution, or abolition, or curtailment of the rights of the managing agency will not be a cure for their evils because if you replace managing agency by a managing director, things will remain the same as they are today. The managing director is no more known for honesty than the managing agency, and neither is he motivated by selfless motives. He too is a victim of the motive of making profits. Then my friends in this House may ask me: "what is the remedy that you suggest? You say that managing agents are bad and managing director is no substitute". I would like to tell the House that there is a remedy and that remedy is a radical one.

Mr. Speaker: Order, order. Let there be no talking in the House.

Shri C. D. Pande: The remedy is that, by your example, by the example that we can set up for the public sector, we can virtually eliminate the persons who are doing mischief in the private sector. Show the results; do the jobs that have been entrusted to the public sector with efficiency and economy and there will not be a single man in India who will not support the public sector and they will say that there is no room for private sector. Ultimately the country has come to a point where we have to decide whether we want to keep the private sector or not. I am sure this will be the result if the Bill as it is passed. The communities that are leading in industrial or commercial activities will not take with great enthusiasim to implement the plan that you have set. It is the most inopportune time for introducing a Bill of this type, because we know for certain that a man who is greedy of money will not leave his habits. You cannot cure these ills by legislation. It is a dream to think that you can

[Shri C. D. Pande]

moralise the managing agent, so that tomorrow he will be guided by selfless motives, and he will have no motive to make profits. We cannot expect that to happen. So, the alternative is that you set up an example in the public sector, which will put him to shame, by justifiable saying that we in the public sector have done this thing. How is it that you are not able to do this in your sphere?

In this connection, I should like to point out a few examples to show how we have set that example and how we have succeeded or failed in putting up that example. We have been in the public sector in these activities for the last four or five years, but five years is a pretty long time to indicate in what direction we are going, what efficiency we have achieved, what results we have achieved, and what standards we have set up for the private sector. I would like to take a few of these activities, and show what our achievements are

First of all, let us take the case of the Sindri Fertiliser Factory, that great concern of which we are really proud, and which is one of the earliest achievement of the Five Year Plan. The cost of that Factory has come to Rs. 27 crores. Those who know how to erect a factory of this nature and magnitude, and can speak with authority on the subject have said that a concern of this size could have been brought into existence for Rs. 15 crores. That is the position, so far as the cost of erection is concerned. As for the cost of the fertiliser produced in the factory, it is Rs. 330 per ton, and by a reduction of fifteen per cent. which is in fact a subsidy, you have brought the price to Rs. 290 per ton. I may tell the House that this concern, over-capitalised as it is, is producing fertilisers at Rs. 330 per ton, whereas you can sell foreign fertilisers for Rs. 250 per ton, after paying duty to the coffers of the State, freight, insurance and all manner of middleman's charges. In the face of this, can you say that you are in a position to do things better than others are doing? If you could say, we have set up a factory at a lesser cost, we have been able to supply materials to the public more cheaply, whereas they used to pay more earlier, therefore, these money-grabbers and these avaricious people should go away, and they should receive no quarter in the country, if you could say that, the country will be with you. But the unfortunate position is that it is not so.

Next, let us take some of the comparatively smaller concerns, like newsprint factory in Madhya Pradesh. I know something of this newsprint factory. No doubt, it is very desirable to have a newsprint concern in India, because we do not produce any newsprint in this country, and we depend entirely on foreign imports. So far the cost on the factory has come to Rs. 5:60 lakhs but the work has not even reached two-thirds of the target that has been set.

Shri T. N. Singh: Is the hon. Member aware that this factory was started as a private concern by Messrs. Navyar & Co.?

Shri C. D. Pande: That is much worse. They started this factory as a private concern, they bungled and they mishandled it, but you came to their rescue, and sank your money to the tune of Rs. 5 crores. But do you think that the newsprint produced by this factory can ever compete with the newsprint imported from outside. The present price of newsprint is very high, and you are calculating everything on the present prices but supposing the foreign exporters just make up their minds to reduce the price by Rs. 200 per ton, do you think this newsprint factory in Khandwa can work satisfactorily? No, it cannot work. Now, you take any other factory in my own State; it is not so bad as the newsprint factory. We have one cement factory in Mirzapur. We have bulit these factories, because we want that there should be more factories—but I am constrained to

say that even though Shri K. D. Malaviya was the originator of that scheme, and we did our best to keep the cost as low as possible, still the cost of construction has come to Rs. 4·5 crores so far. But those who know something about the construction of a cement factory say that this could have been constructed for a cost of Rs. 3.5 crores or so.

[MR. DEPUTY-SPEAKER *in the Chair.*]

The Deputy Minister of Natural Resources and Scientific Research (Shri K. D. Malaviya): Why do you believe them?

Shri C. D. Pande: We believe them because there are cement factories of the same capacity, which have been constructed for a lesser cost. That we have to believe.

Shri K. D. Malaviya: I personally know that they have spent Rs. 6 crores or so, so far as the cement factory is concerned.

Shri C. D. Pande: Take again the case of nationalised transport. In Bombay, Rajasthan, Madhya Pradesh, Uttar Pradesh, Binar and other States, we have nationalised transport today. Formerly, there used to be a large number of buses operated by private agencies, but there was overcrowding, unpunctuality etc., and the position was unsatisfactory. So, we nationalised transport, with a view to improving the whole thing. But what is the result? There has been an increase in the fares. Formerly, the rate was two pice per mile, for long distances. But now it is more than three pice per mile everywhere, without any exception in any part of the country.

Shri Bogawat (Ahmednagar South): Much more inconvenience also.

Shri C. D. Pande: That I cannot say, because it is our nationalised service.

Shri M. D. Joshi (Ratnagiri South): It was not less than nine pies per mile, for long distances, in the Bombay State.

Shri C. D. Pande: It is not less than nine pies per mile, but it is more; that is what I contend.

Shri M. D. Joshi: I mean it was so in the private sector when the buses were operated and managed privately.

Shri C. D. Pande: In the private sector, it was never more than two pice or six pies per mile, and we know it, as much as you know it. No doubt, this is a point which you can controvert, because I may be slightly erring on this side or that side. But what I want to prove is that the aim of naticnalised transport should have been to give a better and cheaper service to the public, but that has not been achieved. That being so, we have not set an example to show to others that we have done better.

This House is the supreme authority for seeing, as far as the public sector is concerned, that there is nothing which hinders you from doing what is right, unless if the Members of this House are led to believe that there is a managing agency here in the form of Government, and they say, we are poor shareholders of this concern, we are, of course, very enthusiastic and vigilant, but we are so helpless that we cannot influence the decision of the managing agency, namely Government, then, that is quite a different question. But I believe that Parliament is supreme, the agency is yours, Government is yours, and you have enough resources at your disposal. If so, why can you not compete with the private sector? That is the real crux of the matter. I feel that the time has come when the private sector should not be encouraged, but should be told, " you cannot carry on hereafter, because you have lost the faith of the public, and there is great prejudice against you for your deeds".

Shri Bogawat: Big salaries.

Shri C. D. Pande: Let us not mince matters. They should be told, the public has no more faith in them.....

Pandit K. C. Sharma (Meerut Distt. —South): Why did they vote for you?

Shri T. N. Singh: Who has ceased to have faith? Not the common man.

Shri C. D. Pande: I say, they—the public—have lost faitn in the industrialists. The public and their representatives have lost faith in the motives of the industrialists. That is undeniable. Do not for a moment think that I am speaking for them. What I want to point out is that you should set an example by your efficiency and by your economy and convince the public. The public is already disgusted with them, but at the same time, they are not enthused by what you are doing. That is my complaint, and that is what I want to impress upon Government and all the Members concerned. We should do better, so that these industrialists could be effaced. If we do not do better, then we will have no case while they may have a case still.

This is the main thing that I wanted to impress upon Government. There is a remedy for everything; there is a remedy to improve matters; there is a necessity to show to the public and to the world at large that we can do better. But what is the present position? Those money-makers pay income-tax, customs duties and so many other duties, and yet they make huge profits. But we have not to pay any income-tax, we have not to pay any customs or excise duties, and yet we are not able to provide a better service to the public, and provide materials cheaper to the public. Our fertiliser is dearer and our transport is costlier.

With this background, I want to say that this law, whether you make the term of imprisonment three months, or six months, or one year, will not solve the problem, because the private sector has already gone on strike since the last four years, and not a single new industrial concern has come into existence during this period.

Believe me, you may condemn the managing agency system, but no new industry is coming into existence All the old ones are there, but no big managing agency is coming into existence to float a big steel concern, to float a big oil concern or to float a big eletrical equipment concern—none whatsoever. A small sugar mill or a small textile mill may be there, because they are still treading the trodden path hoping to make money out of it. But knowing the attitude of labour, knowing the attitude of Parliament, knowing the attitude of the public, rich men are aware that all of us have lost faith in them. Therefore, in the public sector it is your duty to prove and to say that we have done better.

Shri Ramachandra Reddi (Nellore): At the outset, I would disclose that I am not in the Select Committee.

Mr. Deputy-Speaker: It is enough if hon. Members are conscious of it before they rise. They need not intimate to the House.

Shri Ramachandra Reddi: This is an interesting Bill and we had for the last two days a very large amount of interesting discussion on the subject of the managing agency system. I have no desire to traverse all the ground that has been covered yesterday and day before and even today. I wish only to point out that when we look at the managing agency system that is now prevalent, the big business which has been for some time working has done more service to the country than harm. It is, on the other hand, the small and medium-size business that has been responsible for a good deal of economic distress and dislocation of the business conditions in this country. Most of these business concerns of medium-size, namely, of between Rs. 5 lakhs and Rs. 25 lakhs capital, have gone to grief, when they in the rush of events obtained capital issues and then thought of serving the country by floating companies and starting new

industries. Either on account of their incapacity to estimate properly for the project or on account of their incapacity to run the institutions, most of them have gone to grief. Much more so is the case with such concerns or managing agencies as have not been able to finance such concerns or use their influence to finance such concerns in due time. It is, therefore, necessary that in dealing with managing agencies the Government ought to take care that the necessary equipment as well as talent is available in these managing agencies which are likely to come into operation hereafter.

With regard to the big business, as I have already pointed out, and as has been pointed out by several hon. Members on the floor of this House, they have done some definite service and their experience, their money accommodation, their skill and talent have stood in good stead in the development of business in this country. Compare that, Sir, with the business that has recently been undertaken and developed by the Government itself. Several of the limited companies that they have started have not been properly planned either in the matter of estimates or in the matter of the time-table or in the matter of the securing of equipment and goods from other countries. We will not be justified in discouraging big business for the present because that will hamper our industrial progress to a very large extent. It is quite clear from the recent events that big business is not trying to develop itself in new industries. It is not a case of their not having the necessary money, but it is a case of their not coming forward for fear that there is an all-round attack upon them and there is a possibility of their being criminally implicated in working up some of these enterprises. For instance, in respect of the National Development Loan that has been floated, there has been a ready response, evidently from the big business, and Rs. 3.5 crores or so have been subscribed within the course of one week. That shows that capital is available but capital is unwilling to come forward to start any fresh business. I do not mind whether it is 'black' money or 'white' money or even 'red' money, that can be utilised for national development. If 'black' money is there, let it come forward. Why should we be meticulous about it? If it is found that the earnings were rather objectionable, let them come forward and help the country in a time of need. 'White' money has been criticised from one section of this House that it is not in favour of helping industry in India. But even today my own experience is that a large section of Indians who are business-minded, have got greater confidence in the British business or American business than in Indian business itself. At least there is some sort of confidence in them which attracts the shareholders as well as the public towards them. If they can be sent out, let them be sent out honourably. I think they are themselves anxious to go if they are given proper compensation for the business that they have to leave behind.

We have plenty of labour, material and talent as also communications, perseverance and facilities to start any business in India, but without that capital coming forward it is not possible to start anything at all. We are reminded, Sir, of the saying that without '1' all the zeros, however valuable, they might be, are not valuable, and with the '1' all the zeros will secure value. So without capital all the other merits and conveniences will be of no avail and of no value; and as such, we should not discourage the capital that coming forward for starting business.

I will just mention one or two points in regard to the Bill. I may not be able to take up several important clauses, but I would like to tell the hon. Minister about the expediency of retaining in this Bill one or two sections. For instance, the age-limit has been prescribed for directors. No director should be there who is of the age of above 65, unless

[Shri Ramachandra Reddi]

he is supported by a special resolution of the shareholders. This is an unfortunate circumstance and I do not think the Government would be well advised to retain it on the statute book, because if a person of the eminence of Shri Visweswarayya were to be taken into the directorate, should he be disqualified for the simple reason that he is over 65, or should he be asked to go through the ordeal of an election or a special resolution by the shareholders? It may also be pointed out that if a High Court judge or a Supreme Court judge of over 65 years of age thinks of becoming a director, should he be put to the same test?

An Hon. Member: What about others?

Shri Ramachandra Reddi: I am only speaking of our own people and not about other people. So, if that criterion has to be applied, I think that most of the hon. Members of the Cabinet must be misfits. It is, therefore, very necessary that the matter has to be reconsidered and the age limit be removed. Another interesting thing is, suppose a lady happens to be...

Mr. Deputy-Speaker: The hon. Member referred to the Ministers. Ministers come by election. The persons who are in charge, so to say, of the country, choose to send them. Sir M. Visweswarayya may be sent by the shareholders.

Shri Ramachandra Reddi: Ministers come by the nomination of the leader of the party. Otherwise, all the elected must be in the Ministry! If a lady happens to be a director, is it not bad etiquette that she should be asked to disclose her age? From all points of view, it is not very desirable that this age-limit should be continued on the statute book. If we are going to condemn the managing agencies, perhaps most of them will be going out of existence within another decade. What is the other means by which we can develop our industries in the private sector? Is it by partnership or by a single man's proprietorship or collective effort, or by the co-operative effort? In all these sectors, I do not think there has been much improvement shown to attract public money by way of assistance to such industries. Their success has not been so patent as to attract the public attention at all. If then, it is the desire that all these industries should be nationalized, the experience gained so far with regard to the nationalized industries has not been very happy. We have probably to wait for a long time before we find it possible to see that all these enterprises are nationalized and worked satisfactorily. The Government has been spending on several enterprises and I have seen by scrutiny that most of these have been badly planned, badly estimated and the time-table of execution has also been very unsatisfactory. Provision has been made in the Bill that there should be meetings of directors once in two months. I should think that it is a very excellent provision. Normally, if the business is not properly run, we find the managing directors not holding a meeting at all lest they should be questioned about their incapacity or integrity or talent in running the administration. This provision is a very healthy one, and I think it will check the vagaries of the managing directors to some extent. Some other checks have been placed, but I do not know to what extent those checks are justified.

The meeting notice—the time for the meeting notice—for the general body meeting has been increased from 15 to 21 days. I do not think there is any justification for this, because in most of these companies, nearly a month's notice is given, and an increase from 15 to 21 days is not called for. If it is intended for the convenience of the shareholders, to attend these meetings, I do not think the shareholders will be very much benefited by an enhancement of the

meeting notice period because in most of these companies, the shareholders do not attend at all. If, in the balance-sheet, a dividend is likely to be declared, they do not care to come and attend, the meetings. If, on the other hand, it is running at a loss, they will find that they need not spend good money by incurring expenditure to attend the meetings. In these circumstances, I do not think there is any necessity for the enhancement of the period of the meeting notice.

Several checks on the method of registration have been placed by several clauses of this Bill. I think it is a very reasonable attitude that has been taken by the Government, but I have to warn against any indiscreet acts that are likely to be committed by the lower staff which the Central Government is going to appoint hereafter for registration purposes in place of the State Governments staff as at present. There is a possibility of corruption and there is a possibility of finding fault without there being any faults at all, and thereby securing some illegal gratification. Proper checks have to be placed in the Act against such vagaries. Otherwise, it may be noted that the Government have to frame rules to see that corruption is not allowed to prevail in the department.

10 A.M.

The appointment of auditors has been taken notice of in caluse 209. If an auditor is not appointed at the time of the general body meeting, the managing agents of the firm or the company will have to give notice to the Central Government, and the Central Government will have to take proper steps to appoint their own auditor. I would, for the present, warn the Government against taking any steps for appointing their own auditors for public companies. It might border on favouritism and it will also amount to unnecessary interference with the discretion of the shareholders as well as the directors by presenting them with an auditor whom the Government might consider, to be very good, but the shareholders might not consider to be so good. This will amount to an unnecessary interference, and to the extent possible, the clause will have to be amended. If necessary, the Government's vigilance in other sectors may have to be enforced or tightened up.

With all the care that has been so far taken in the framing of the Bill I do think that defects cannot be avoided in the long run. There are sure to be some leakages and human ingenuity and legal ability are such as would circumvent any law passed by the legislature. I have noticed from my experience that while the arms of the law are long, the arms of the lawyer are longer still, and the longest are the arms of the law-breaker who can pick one's pocket and put it in his own pocket or other's pocket. It is, therefore, not very desirable to pin our faith completely in the law that we make but we have to take notice of it from time to time and see that wherever leakages occur they are plugged in without much delay. I have only to add that too much of law is bad, and this is a bulky one that we have before the House. Many a clause deserves mellowing down and if the law is abridged, wherever possible, that would go a great way to allow the companies to work more satisfactorily.

Shri K. C. Sodhia (Sagar): May I catch your eye?

Mr. Deputy-Speaker: You cannot catch my eye. I cannot allow any discussion on this question. I am trying to distribute the time and see to it that the level of the debate is raised and that all opportunities are given to all sections of the House. I have got the list and I shall choose.

Shri S. V. Ramaswamy: I welcome this measure. It is not one day too soon. In assessing this measure, I wish to lay three basic principles. The first is, that the business may be professionalized. I wish to bring to the notice of this House that even

[Shri S. V. Ramaswamy]

though hundreds and thousands of people are engaged in business, which vitally affects the life of the community, yet the conduct of business is as far removed from morality as the North Pole is from the South Pole. Take, for instance, the well-known professions, the legal and the medical professions. When we talk of professions, we have got such professional standards from which we cannot detract. A Member of the legal profession, for instance, cannot mishandle the clients' money. He is directly accountable for it. Should there be even temporary misappropriation of the amount which is due to the client, he will be hauled up and he will be sent out of the profession. That is so in the medical profession. The other professions that are trying to come up are the engineering profession and the auditors. But, so far as business is concerned, there is no professional morality as such and there is no council or body to enforce a code of conduct, to see that those who are entrusted with other peoples' money behave in a responsible manner and strictly account to those people for the moneys so received. It is in enunciating that principle, I wish to assess the adequacy of this Companies Bill and to see how far this Bill seeks to professionalise business.

Secondly, the proposition that I would make is that there should be no undue restriction on private initiative. Seeing the plethora of legislation in this House, I sometimes despair and cry that that Government is the best which governs the least. The mere enactment of provisions and the production of a voluminous Companies Bill will not be enough to enforce that moral code. On the other hand, it may have a deterring effect and may affect initiative. From that point of view also, this Bill has got to be assessed.

The third point that I would urge is this. Whether this Bill helps to effect a balance between private and social needs, whether this Bill will help to regulate private greed to subserve the ends of social needs. It has been said that this Bill is a lawyer's paradise, because there are as many as 140 clauses out of 612, which are penal in nature. And, it has been criticised that a Bill of this nature which ought really to deal with civil liabilities should not impose criminal penalties also. I do not think that that is a legitimate criticism against this Bill because if you do want to professionalise— as I believe this Bill is an attempt in that direction—there must be penalties and the penalties must also be sufficiently severe.

The adequacy of certain penalties has also been questioned. Unless the penalties are there, the people engaged in business will not adhere to any moral code. Some years ago, that was in 1923, I remember a spinning and weaving mill was floated in the Mysore State. In those days, Rs. 5 lakhs was a big sum and one could start a spinning mill with Rs. 5 lakhs. What happened was this. The managing director swindled Rs. 4 lakhs of that amount. The mill never came into being and he was prosecuted and sentenced to an imprisonment of three years. He lived in the jail jolly well for three years and came out to enjoy the Rs. 4 lakhs of public money. The punishment was certainly inadequate in that case. I should have thought that he should have been sentenced to life imprisonment for swindling public money.

An Hon. Member: Oh, God!

Shri S. V. Ramaswamy: The managing agent on my left says Oh, God! God must come to the rescue but even God must not come to the rescue of such persons. I was thinking of imposing a death penalty but by grace I say it should be a life sentence.

An. Hon. Member: I think you may become the next Home Minister.

Shri S. V. Ramaswamy: There has been a general discussion as to the scope of private enterprise in the scheme of things. I for one do not believe in a total nationalisation of the industrial sector. I do believe—and I belive firmly—that the private sector has got a part to play and it has got a part to play for a long long time to come in our country. My hon. friends on the opposite side will, certainly, not agree with me. Some hon. Members on the other side, have gone to the extreme end of saying that there should be total nationalisation here and now. Mr. Vallatharas, the hon. Member for Pudukkottai, for instance, said that private management should be done away with. My hon. friend, Mr. Nayar—I do not know the constituency from which he comes—I am sorry, he is also equally vehement in saying that the managing agency system should be abolished. Of course, these gentlemen are against private enterprise (*Interruption*). They are against private property itself. I repeatedly put a question to my hon. friend, Mr. Nayar, what is the substitute. I have heard so many speeches here condemning the managing agency system. I hold no brief for the managing agency system as it is. But, what is the substitute?

An Hon. Member: Managing directors.

Shri S. V. Ramaswamy: I will come to that. I will tell you where and in which jurisdiction it will function.

Mr. Deputy-Speaker: There is no good using time in talking across the benches.

Shri S. V. Ramaswamy: The managing agency system has, certainly, played a great part in the industrialisation of the country. There is no doubt. In a country where capital is shy, where there is no investing class as such, where there is no capital market and there is an urgent need to industrialise the country, who has come forward to start an industry? It is easily said that the State can do it. We know how State industrial enterprises are started and much more, as to how they are conducted. Even the starting of a State enterprise is not an ordinary thing. For instance, in my district of Salem, there is bauxite ore which is supposed to be the best in the whole country; it is said to contain about 20 million tons of ore. Unless you start a plant with a plant capacity of 20,000 tons of aluminium per annum, you cannot have an economic unit. Such an industry would require Rs. 15 crores capital investment. I have been agitating for the inclusion of a scheme to start an aluminium industry in the Salem district. It is still in the stage of agitation and I am sure for many more years it will be still in that stage because funds have got to be found. There are competing schemes and it is not an easy thing to ask the State to sanction a scheme of such a magnitude. Nor is private enterprise to be allowed in this field because it involves a large amount of capital. It is unfortunate that private capital will be restrained...

Mr. Deputy-Speaker: Has there been any application from private agencies and has it been rejected by Government?

Shri S. V. Ramaswamy: Not yet, but it is before the Ministry of Commerce and Industry.

Shri Natesan (Tiruvallur): Unless persons like Shri Ramaswamy give a lead, who will come forward to open industries in a place like Salem?

Shri S. V. Ramaswamy: I am prepared to give a lead. In my own district, there is another place, where on the surface everything is white. Myth has it—and it relates back to the days of Ramayana—when the wings of Jatayu were cut off, it fell down there and was petrified and it assumed that colour. It was left to a European firm to find out that it contained a valuable substance. A company, incorporated in England, came in the early nineties and has

[Shri S. V. Ramaswamy]

taken a large sum of money out of the enterprise. This big venture was left to a private enterprise to do; otherwise, we should be living in a land of myth. It is all due to the enterprise of private individuals that have come forward to start industries, the country has been developed in economically. The managing agents have performed a variety of functions and they seem to be a catalytic agent for starting new concerns. I know that in 1930 Tiruppur was a glorified village only. Then came a gentleman who started a mill and I know how he started the mill and how he staked his all on it. There was no capital in the market; he went from house to house and raised the shares and started the mill, with the result that Tiruppur today is unrecognisable from what it was in 1930. Thereafter, other mills followed it, and I can say that Tiruppur has found a place on the map and has become a vast city. I am glad to say that the mill, during the dark days of the war period, had nothing to do with the black-market and its promoters were all honest people. The best test of their honesty was that the income-tax officers, whoever they be, never questioned the accuracy or truth of their accounts and they passed the accounts. They have given bonus shares thrice over, and even after that, the market value of the share is somewhere about Rs. 300 and they are paying a dividend of Rs. 17 or 18. All that will show that it is no use merely saying that all of them are black sheep or dishonest men. Of course, if there are black sheep and dishonest men, they must be weeded out and punished. But there are also honest men and good men on the other side of the picture who feel that they owe a duty to the people through whose money they have started the company.

Mr. Deputy-Speaker: I am allowing fifteen minutes normally to each Member as there are a number of them to speak on the Bill.

Shri S. V. Ramaswamy: I will finish in five minutes. My hon. friend, Shri Venkataraman, said that managing agents can be appointed. It is not in all cases that managing agents can function. There may be scientists in this country who may have invented or made new discoveries, but the scientists have not got the capital to start the industry. In other countries there are underwriting firms that will take over any patent or a new discovery and then pass it on to the capital market for starting a company, but we do not have such a system in this country. A scientist may have a wonderful vision and brain, and the man who has the money has not got the brains, and so there is no catalytic agent or nexus between the two. No doubt, it is due to the drive and energy of the monied man in starting the company that employment is given to a number of labourers and the wealth of the country is increased. I do not think that all the arguments that have been advanced against the managing agents would hold good. In the case of banks and insurance companies, for instance, managing agents are not necessary, but in the field of industry like cotton textile, jute etc., I am sure that managing agents cannot be dispensed with.

I welcome the several provisions that are specially mentioned in the speech of the hon. Finance Minister on the Bill. The enlargement of particulars with regard to the prospectus covered under clauses 55 to 59 and schedule II is welcome. The provision for obtaining the prior consent of the expert to the issue of prospectus, etc., is welcome, but I wish to point out one or two defects in the matter. I welcome the provisions contained in clauses 56 and 62 but I cannot understand why in the case of clause 56, the punishment is sought to be only two years, whereas in clause 62, which is of the same nature, the punishment is made to be five years.

For mis-statements in prospectus, I do not think that anything less than five years should be imposed as punishment, and it should be brought on a par with clause 62.

In clause 51, it is stated that in distributing the form of application for shares, the prospectus also must be given, and if it is shown that the prospectus was not given, there is a fine of Rs. 5,000 sought to be imposed. A company-promoter goes and passes on a form of application and a prospectus, and supposing somebody not well disposed towards him says that the prospectus was not given to him, it will lead to unnecessary harassment. I do not know why such minute details should be incorporated.

With regard to clause 60, it is stated that house to house canvassing is to be prevented and punished. In a country like ours, I do not see any harm coming by way of going from house to house so long as it is provided that they are honest disclosures and the statements are correct. I find that clause 60 has no parallel in the English law. I would urge upon the Finance Minister to say why this has been introduced as it will be a restraint and act as an impediment in the formation of the company.

With regard to the company meetings and procedures the provisions are welcome, though they need touching up here and there. I have given notice of a number of amendments. There are about a hundred amendments, and I hope at least some of them will be duly considered and accepted. So far as the company meetings are concerned, it has hitherto been a joke as it were. They have a nice lunch, they then sit on till tea-and then they go. It has been more of a *tamasha* and less of a serious nature. It is true that the provisions have been strengthened so that the meetings will be real and useful.

With regard to the presentation of the company's accounts and audit, the powers and duties of the auditors as also of the Board have been well laid down and I am very glad that these have been incorporated in the Bill.

With regard to inspection and investigation of the affairs of the company, I express one fear, namely, unless the inspectors act in such a manner as conduces to fairplay and initiative on the part of the managing agents of the company, there will be a serious impediment to the growth and effective management of companies. Too much interference on the part of inspectors will lead to very great difficulty. It all depends on how servants of Governments act towards companies and the managing directors. I would caution that these inspectors should use their powers with restraint and circumspection and should not think in terms of their own authority. They should think in terms of the promotion of companies, to see that companies prosper, that the shareholders get their dues. They should not unnecessarily poke into the affairs of the company.

With regard to the clause relating to the formation of Board of Directors and their powers and duties, the object seems to be to create an independent Board of Directors and to select Directors who will devote themselves diligently. In that context I do not see any reason why any age-limit should be there. I should have thought that wisdom ripens only after sixty. The fund of experience which such people possess should be at the disposal of the company and no restraint should be placed upon their election. It is true that clause 258 is there by which the Board of Directors can elect a member who is over-aged. But this restraint seems to be galling and it need not be there. Companies can certainly function without this restraint.

With regard to clause 492 relating to winding up of companies, I find that there is a lacuna which I might as well point out. In winding up

[Shri S. V. Ramaswamy]

there is reference only to clerks and servants. Sub-clause (2) provides for a compensation of Rs. 1,000. This provision is perhaps based on the Payment of Wages Act and takes into account a pay of Rs. 250. Multiplying it by four times the minimum seems to have been fixed at Rs. 1,000. I understand that Government have agreed to raise this minimum under the Payment of Wages Act up to Rs. 400 in which case the minimum should be Rs. 1,600 and not Rs. 1,000. Then there is another difficutly. If you provide only for clerks and servants, what happens when a limited newspaper concern goes into liquidation? What is the position of the reporting staff and correspondents? Are they to be treated as servants or clerks? I believe a new category has to be introduced so as to cover such cases also.

On the whole, the Bill is fairly well drafted, though it needs touching up here and there. I hope during the course of the discussion in the Select Committee the Bill will be considerably improved. I am glad that the Finance Minister keeps an open mind as he always does. I am sure with the kindness and cooperation, the Bill will be considerably improved and it will have a smooth passage in this House.

Shri Tek Chand (Ambala-Simla): Mr. Deputy-Speaker, I have carefully, though cursorily, perused the Bill. The impression left on my mind is that quantitatively the Bill is ponderous, but the Select Committee shall have to make many efforts, strenuous efforts, before it can approximate to the standards of qualitative form. I am not afraid of the 612 clauses or the 12 schedules, so long as they serve the interests of clarity, so long as they tell the officers of the company and others, who are called upon to deal in company matters their duties, their obligations, rights and liabilities.

In a great legislation like the company law, which we are enacting, an essential safeguard, that we should provide, is that the unwary are not unwittingly entrapped. Presently, I shall show, that there are certain clauses that are in the nature of traps for the unwary.

So far the debate has been confined, if I may say so, to the exclusion of most points, to the desirability or otherwise of the managing agency system. I will say only a few words about it, despite temptation to say a lot, because there are other matters equally important that have not yet been made the subject matter of discussion. Regarding the desirability of retaining or doing away with the managing agency system all that I wish to say is that those who are on the two extremities are liable to err. Those who think that it is an unmixed blessing are grossly incorrect; those who think it is an unmitigated evil are equally wrong. In discussing this important question we have to keep in view the mental attitude and the intellectual equipment of our investors.

In our country it is stated that there are 28,500 companies, 80 per cent. out of which are being managed by managing agents. This system seems to be rather popular in this country, though I understand it is not a common feature of British or American company management, except in the case of shipping industry. So far as the mental make up of the Indian investor is concerned, you have got to protect him against himself. He is his own enemy, because he is simple-minded; he is credulous, he is gullible. By anybody who comes along to him holding out rosy prospects of profit he is apt to be swept off his feet, because of the promises held out, but rarely honoured. Investment is not his wholetime job. He is a man in the profession. He has perhaps a small business and whatever little money he can scrape he likes to invest with the universal desire of becoming rich overnight till to his despair he finds that he has been duped. Such a person who is not temperamentally vigilant of his interests is apt to be influenced by anybody who is glib-tongued. He

requires a little more than ordinary protection. Industrialisation in our country has yet to make long strides. There is yet a long leeway to cover. Therefore, the aim of this legislation should be to retain the serviceable and good points of the managing agency system. Without fear of contradiction, I am in a position to say that there is no fault in the system; the fault lies with the individuals. If you can curb the rapacity of the individuals, if you can see that they do not start profiteering, if you can do that, they have yet an opportunity to render service to the shareholders, to the consumers and to the nation.

So far as the managing agent is concerned, he has no doubt some of the traits of a vulture. Clip his wings. As far as his claws are concerned, file them. Blunt his talons. Let him have his due share but let him not put his claws deep into the flesh of the investors and scoop everything out and bleed them to death. Therefore, shackle him, fetter him, manacle him within these reasonable limits. Give him a free scope but see that the moment he deviates from the path you clamp down the law without mercy but do retain his offices.

One is tempted to say a lot about the managing agents. My hon. friend, Shri Chatterjee, called him a shark. I do not agree with Shri Chatterjee. Shark is too honest a carnivorous animal. Among the carnivora, shark is an honest fellow. He looks at his prey; goes for him and devours him. But the managing agent, to my mind, is more like a leech, an insignificant little thing, crawling at your feet. But the moment it gets anywhere near your flesh, it does not bite you but it tickles you. Gradually, slowly and conveniently, it bleeds you and bleeds you to death. Once it has got a taste of your blood, it will swell and swell and become like a bag-pipe and no human being ever can easily detach him from his hold on his flesh.

The Minister of Finance (Shri C. D. Deshmukh): You can use salt.

Shri Tek Chand: You may also call him octopus, perhaps. Some of them are octopuses but most of them are like leeches. There is a story and that is not a story of every investor and every managing agent. The managing agent comes alone and makes a tall claim: 'I am a man with experience, with knowledge; my share in the partnership is going to be the contribution of my deep knowledge and experience.' The investor, of course, brings capital. After the partnership goes on for some time, you ask the investor: what has happened to your partnership; and he will say 'my other partner, the managing agent, has got all the capital and I am left with all the experience.' This is what is happening. Thus when the managing agency and investor partnership goes on, after a very brief time, there is a transference; there is an exchange. All the capital of the investor goes into the pocket of the managing agent and all the experience that arises out of the bitterness comes back to the investor.

But I have my serious doubts. When I examined some of the clauses, I doubt whether you have really made the grabbing managing agent innocuous. I was reading the other day a sort of a circular of the Federation of the Indian Chambers of Commerce and Industry. It has been circulated to the hon. Members I understand, because I saw it in the hands of most, at pages 7-8, you find their calculation—a calculation with which I do not necessarily agree. While holding a special brief for the managing agents, their calculation is that this fellow—the managing agent—gets about 1 to 2 per cent; that is his average share on the total sales. It may or may not be so. What I am surprised and startled to find is that the draftsman of this Bill, in their generosity have enacted clause 329 wherein they have given him profit—remuneration for the managing agent—up to 12½ per cent. of the net profits. That is your clause 329. 12½ per cent. out of the net profit is to go to this gentleman. He gets all the cream and you leave the shareholders

[Shri Tek Chand]

with skimmed milk. Most of the grain he gets, most of the husk the others get. It is not only that. In clause 335, there is a further provision that under special circumstances, the remuneration of 12½ per cent. may further be increased and enhanced. I think you have dealt with this gentleman a little too generously.

Shri S. V. Ramaswamy: May I draw the attention of the hon. Member to clause 330 where a number of deductions are given? The net profit is practically nil.

Shri Tek Chand: I had taken into consideration those deductions. I said 'net profit'. The time at my disposal is rather restricted and I would, if given an opportunity, convince my learned friend on the opposite bench, that this gentleman is getting more than his fair share of cream.

There are two other classes besides the shark or octopus. You have left them completely untouched and unaffected. The first among them comes the promoter of the company. The promoter of the company finds himself happily ignored by the penal provisions of your enactment. So much so, the word 'promoter' does not even find its place in the definition clause. Promoters are those persons who make all the hay, who make all the profit long before the company comes into existence. Most of these gentlemen are styled as professional promoters. They get huge remuneration for services, usually undisclosed. Their remuneration very often is in the form of either fully or partly paid-up shares and rarely lump sum. Very often, they manage to get commission from diversion of assets of business. They also get profits on property originally purchased by the promoter with the real intention of selling it many times over subsequently to the company. They play Dr. Jekyll and Mr. Hyde. As sellers they are there. In a different shape as directors or managers of the company, they are there and they want to sell their stuff and walk out. These gentlemen get all the benefits.

It is curious that in a leading case in England Lord Cairne had to say some home truth. The case is that of Emile Erlanger *versus* The New Sombrero Phosphate Co. and others, in which Lord Kairne had to pass certain strictures which will be extremely helpful for the draftsmen of this Bill.

> "They (that is promoters) stand, in my opinion, undoubtedly in a fiduciary position. They have in their hands the creation and moulding of the company; they have the power of defining how, and when, and in what shape, and under what supervision it shall start into existence and begin to act as a trading corporation. If they are doing all this in order that the company may, as soon as it starts into life, become, through the managing directors, the purchasers of the property of themselves, the promoters, it is, in my opinion, incumbent upon the promoters to take care that in forming the company they provide it with an executive, that is to say, with a Board of Directors, who shall both be aware that the property which they are asked to buy is the property of the promoters, and who shall be competent and impartial judges as to whether the purchase ought or ought not to be made."

Mr. Deputy-Speaker: The hon. Member may continue tomorrow. The House will now take up Private Members' business.

MOTION *RE* SEVENTH REPORT OF COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

Shri Altekar (North Satara): I beg to move:

> "That this House agrees with the Seventh Report of the Committee on Private Members' Bills and

Resolutions presented to the House on the 29th April, 1954."

The Committee at its meeting on the 27th April 1954, decided that the Resolution that comes after Shri S. N. Das's Resolution is that of Shri Sadhan Gupta, but he informed the Committee that he was not going to move the Resolution. Therefore no time was allotted for Shri Sadhan Gupta's Resolution. Then the next Resolution that comes up is that of Shri Sivamurthi Swami regarding the reservation of the production of *saris* and *dhotis* for the handloom industry. For that, two hours have been allotted. The next Resolution is that of Shrimati Jayashri regarding creation of a Department of Social Services to which also two hours are allotted. We are to go on with Shri S. N. Das's Resolution for one hour and fifteen minutes and thereafter the other two Resolutions will come up.

Shri N. C. Chatterjee (Hooghly): Sir, I would like to say something with regard to the Resolution standing in the name of Shri Sadhan Gupta. It appears that Shri Sadhan Gupta is withdrawing that Resolution. In this connection I would like to submit, that if you look at page 48 of the Rules of Procedure, Rule 194—Moving of resolution—says:

> "194(1) A member in whose name a resolution stands on the list of business shall, except when he wishes to withdraw it, when called on; move the resolution, in which case he shall commence his speech by a formal motion in the terms appearing in the list of business.
>
> (2) A member may, with the permission of the Speaker, authorise any other member, in whose name the same resolution stands lower in the list of business, to move it on his behalf, and the member so authorised may move accordingly."

In this case what has happened is, 28 Members tabled the identical Resolution which is of great importance, including Shri Sadhan Gupta. The Resolution deals with the Delimitation Commission Act, 1952 and he wants some amendments because some of the constituencies have been so delimited that they have vanished completely. We want to bring in some amendments now. The position is, that one out of the 28 Members, as I understand, has notified his intention not to move the Resolution. What is to happen in such cases? All the other 27 Members who have never been consulted, are they to be debarred from placing the Resolution before the House? I am not casting any reflection on Shri Sadhan Gupta, nor challenge his *bona fides* but the question is as to what we should do? I maintain, Sir, that it is not fair to the House or the 27 Members who tabled an identical Resolution not to have the chance of bringing it before the House. Really, when the ballot was taken, it was not with reference to Shri Sadhan Gupta alone, but it was for the Resolution sponsored by 28 Members, and the other Members were satisfied that they would get a chance because it was put down on the Motion paper. Now I submit, Sir that you as Deputy-Speaker of the House would give a ruling and give us a chance, so that the other Members who have tabled the Resolution, any one of them, can move the Resolution and the amendment as well, and have a discussion in the House. This is of primary importance.

Shri H. N. Mukerjee (Calcutta North-East): Sir, Shri Chatterjee has been good enough to say that he is not casting any reflection on Shri Sadhan Gupta. Shri Sadhan Gupta belongs to a particular Party and I have to take some responsibility for his decision in withdrawing the Resolution of which he had given notice. Now, Sir, I would submit for your consideration one aspect of the matter. It is this. Notices of Resolutions are sent by individual Members separately; on occasion we can also send notices together, sponsoring a Resolution jointly. On this occasion it appears, it so happen-

[Shri H. N. Mukerjee]

ed that the notices were sent under different names, on different pieces of paper and signed differently. The luck of the ballot happened to be in favour of Shri Sadhan Gupta and Shri Gupta decided on subsequent thought that this was a Resolution which he could not sponsor, and that he had given notice of it without giving due thought to all the aspects, and therefore, he decided to withdraw it. I do not understand how, when Resolutions are sent for ballot, and it falls to the luck of one particular Member, and when that particular Resolution comes up, the other Members who have given notices of the same Resolution can claim to command the luck which turned in favour of one particular Member. I do not see how it can be done. I can understand that there are other Members in this House who are very keen on having a discussion on this particular subject. I respect their views, but I think there are other ways and means of securing a discussion on this subject, and if the Chair so decides, the Chair may certainly direct that some time be allotted to this subject. I know that so many hon. Members are keen to have a discussion; that is a different matter. As far as the ballot is concerned, it has turned out in a particular fashion; the result has turned out in a particular fashion and I do not see how other Members whose luck was not as good as that of Shri Sadhan Gupta could say that it has been unfair to them. Shri Sadhan Gupta did something which is absolutely *bona fide*. He gave notice of the Resolution on the basis of certain facts which he had, but afterwards he thought over the matter. As a matter of fact,—there is no secret about it—we had a discussion on this matter and we decided, that this is a matter, which in this particular form we need not bring up before the House, and so he decided not to sponsor it. Therefore, he withdrew his Resolution. This is what happened. If you choose to give an opportunity to those Members of this House who feel strongly over this matter, I suppose there are other ways and means open to them to have some time allotted for discussion of this issue. That is a different matter. I would say again on behalf of Shri Sadhan Gupta, that his *bona fides* are absolutely clear.

Shri N. C. Chatterjee: All that I said was that the discussion on the subject should not be left out because Shri Sadhan Gupta decided not to move the Resolution. That means the other Members do not get an opportunity.

Dr. Lanka Sundaram (Visakhapatnam): There is one short point which has been missed in the submissions made so far. I am one of the signatories to the particular Resolution. 28 of us including Shri Sadhan Gupta signed the same Resolution on the same paper to begin with. That is the point which has been missed. No reflection is cast on the *bona fides* of Shri Gupta. I would like you kindly to take a note of this that the 28 Members including Shri Sadhan Gupta signed in favour of the same Resolution on the same paper.

Shri Nambiar (Mayuram): The signatures were obtained on different papers. I obtained some signatures and it was on a different paper.

Mr. Deputy-Speaker: I think we have had a sufficient exposition of this matter. Now, I find in the motion moved by Shri Altekar giving the time allotted to the various Resolutions and that the proceedings of the Committee may be adopted by the House, the second Resolution stands in the name of Shri Sadhan Gupta. In the Committee on Private Members' Bills and Resolutions, Shri Sadhan Gupta stated that he was not pressing his Resolution and that no time should be allotted. The point raised by Shri Chatterjee is that when Shri Sadhan Gupta has withdrawn his Resolution and no time is allotted to it, whether it is not open to the other Members who have also been signatories to the same Resolution, to

move that Resolution, place it before the House and carry on the debate.

Rule 194 has been invoked in this behalf. I am sorry that this rule will not help hon. Members who want to move this Resolution.

The House has also heard Shri H. N. Mukerjee, the Deputy Leader of the Communist Party. He seems to be very accommodating to the other hon. Members,—they are about twenty-eight or so in number—who are anxious to move this Resolution. It so happened that the luck was in favour of a Member of his party, namely Shri Sadhan Gupta. But he wanted to find a way out of this, if possible. Shri Sadhan Gupta could have authorised anyone of the other twenty-seven hon. Members to move that Resolution. That is provided for in rule 194, and that may not commit him. I would like to say one other thing also in this connection. In these cases, it is not the resolution that is ballotted, but the names of individual Members who have given notice of that resolution. A number of Members give notice of the same resolution, so that the resolution may come up at least in the name of one person. Therefore, according to the hon. Member, Shri N. C. Chatterjee, that luck is in trust for the other hon. Members, and is not an individual luck. If there is an important motion, any Member who wants to oppose it may easily take the chance of one in twenty-eight, and when the resolution comes up in his name, he can keep out, and prevent the other Members effectively from bringing up that resolution before the House. Of course, there is no such intention at all on this side of the House. So far as that matter is concerned, such a thing has neither been said, nor alleged nor accepted; there is no such allegation at all. But *bona fide*, it is open to the party to reconsider the matter; whatever an individual Member might have thought of originally at the time of giving notice of the resolution, it is open to the party to consider the matter again and say that for various reasons, the resolution is not desirable and that it ought not to be pursued. That is the present position. I can only say that inasmuch as the signatures of twenty-seven other Members have been taken on the same paper, or individually on separate papers, the responsibility is there upon the hon. Member who gave the impression that it should be ballotted in his name, and that he would move it, if it comes in his name, and give an opportunity to the others.

I hope this kind of thing will not be repeated in the future. I hope that when hon. Members take the signature of other hon. Members, they would consult each other, and ask every Member who puts his signature to see that he stands by it or at least moves it and then leaves it to the House to decide. Otherwise, it will be embarrassing, and similar situations may arise from all parties.

So far as the question of allotment of time is concerned, that is quite a separate matter, and that is done by an independent motion. If this Resolution is sought to be pursued, what can be done is that under rule 194, Shri Sadhan Gupta, if he is willing, could authorise any other hon. Member who wants to move this Resolution.

Shri S. S. More (Sholapur): Supposing he does not?

Mr. Deputy-Speaker: If he does not, I think I cannot help anybody here in the House.

Shri H. N. Mukerjee: I have ascertained Shri Sadhan Gupta's views in the matter. Of course, we had a discussion with him on this point. I would say that just as a Member has the right to give notice of a resolution, he has also the right to withdraw it on second thoughts. But what happened in this case is that on second thoughts Shri Sadhan Gupta has withdrawn his Resolution. But you, Sir, suggest that since Shri Sadhan Gupta was a kind of trustee for the other twenty-five or more co-signatories, he might allow anyone of them to move the Resolution. Our difficulty is that, because

[Shri H. N. Mukerjee]

we are an organised group, if any of us sponsor a certain resolution or a Bill or whatever it is, we take full responsibility for it, and so we cannot persuade ourselves to sponsor a resolution, which, on second thoughts, we have found to be a resolution which we ought not to have sponsored in the first instance. This right to change our opinion is, I expect, a fundamental right which need not be written down in the Constitution. That being so, it is very difficult for Shri Sadhan Gupta or any Member of our group to authorise somebody else to move a resolution, to which he himself is not willing and able to give his support. That being so, I am very sorry that Shri Sadhan Gupta—he is not here, but I can speak on his behalf and inform other hon. Members—cannot authorise other hon. Members to move this Resolution.

Shri N. C. Chatterjee: May I point out one thing? There seems to be a lacuna in the rule, for there is nothing in the rule exactly providing for this. The rule clearly provided for this that when a person sponsors a resolution, he will stand by it, or at least allow the co-signatories who are of the same mind and the same opinion to place that resolution before the House. But there seems to be a lacuna here, and therefore, the discretion of the Chair comes in. I appeal to you that in your undisputed right as the Deputy-Speaker, you have got the power, the authority and the jurisdiction to give the appropriate ruling, so that the discussion may not be sabotaged or made abortive. It is a matter of very great importance to many hon. Members who are really representing no constituencies, or at the most, representing constituencies which have vanished from the face of Mother India. Therefore, we ought to take the earliest opportunity to discuss this matter. If, for any reason, Shri Sadhan Gupta—I am not doubting his *bona fides*—does not choose to allow anyone of the twenty-seven co-signatories to move that resolution, certainly you have got the right to give us that opportunity.

Shri S. N. Das (Darbhanga Central): Unless he authorises, how can it be moved?

Mr. Deputy-Speaker: Shri N. C. Chatterjee is fully aware that when a particular matter is provided for by rules, the general right of the Chair cannot be invoked. The rules do not contemplate a number of hon. Members giving notice of the same resolution, though it is open to them individually to give notice. The rules only take note of an individual Member, and his name is ballotted.

11 A.M.

Unfortunately, this situation has occurred now. Even if Shri Sadhan Gupta were here, and I call upon him to speak, if he keeps quiet then, I am helpless.

Shri Algu Rai Shastri (Azamgarh Distt.—East *cum* Ballia Distt.—West): The others may speak.

Mr. Deputy-Speaker: On what can the others speak?

Shri Algu Rai Shastri: On what you would call upon them to speak.

Dr. Lanka Sundaram: There is one point to which I would like to draw your attention. There is one extraordinary circumstance about this matter, and if you would permit me, I shall briefly state it. My hon. friend Dr. Krishnaswami drafted the resolution and started taking the signatures, because of the great importance of the work of the Delimitation Commission for the whole country the signatures were taken in order to convey both at the time of ballotting and before that, the importance of the matter. The result is that twenty-eight of us, including Shri Sadhan Gupta, had given notice of the same resolution. It is the device or procedure of ballotting that has been responsible for his name coming up. If, for the reasons explained by Shri H. N. Mukerjee, he is not willing to move that Resolution, I would say that it is within your powers to allow some of us to move the Resolution.

Mr. Deputy-Speaker: I am sorry I do not agree with the suggestion made by Dr. Lanka Sundaram of Shri N. C. Chatterjee. In view of the specific rule 194 which provides that if an hon. Member has authorised another hon. Member to move it, he could be permitted to do so, I feel myself unable to agree to the suggestion made. I do not know whether the Chair has got any right to allow any other hon. Member who might have given notice of the same Resolution, but whose name has not been ballotted, to move this resolution. I am therefore exceedingly sorry. Hon. Members must seek other remedies.

Dr. Lanka Sundaram: At an earlier stage, you were pleased to say that Shri Sadhan Gupta was trustee to the other twenty-seven.

Mr. Deputy-Speaker: But what can I do? He must realise that responsibility. It is not I that can do it.

Shri Nambiar: I have something to say in this connection, because the question of trusteeship etc. has come in.

Mr. Deputy-Speaker: Order, order. I allowed an opportunity to the Deputy Leader of the hon. Member's party earlier. Thereafter, I allowed other hon. Members also to speak. Ultimately I came to a decision. But if, once again, the whole discussion starts, where is the end to all this?

Shri Nambiar: The question of trusteeship has come in. So, may I be permitted to say a word?

Mr. Deputy-Speaker: Order, order. Whether it is trusteeship or anything else, the hon. Member must have interrupted me earlier. When I said that Shri Sadhan Gupta was a trustee, the hon. Member must have immediately got up and said, no, he is not a trustee.

Shri Nambiar *rose*—

Mr. Deputy-Speaker: Order order. I am generally appealing to all hon. Members to bear this in mind. It so happens that sometimes, we get arguments after the whole thing is over. It is not enough that the argument is there merely in the pocket, but it should come out at the appropriate time. We will assume that I allow discussion on this to go on for ten hours, or even for ten days; even then, there may be some hon. Member who may think of something else and who may get up and say something, after I come to a decision. At this rate, where is an end to all this?

Now, there will be no more discussion on this point. I shall put the question to the vote of the House.

The question is:

"That this House agrees with the Seventh Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 29th April, 1954."

The motion was adopted.

RESOLUTION *RE* WORKING OF ADMINISTRATIVE MACHINERY AND METHODS AT THE CENTRE—*Contd.*

Mr. Deputy-Speaker: The House will now take up further discussion of the following Resolution moved by Shri S. N. Das on the 2nd April, 1954:

"This House is of opinion that a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for reforming and reorganising the administrative set-up, namely:

(a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;

(b) adequacy or otherwise of the existing All India Services including the necessity and desirability of establishing an All India Economic Service and Social Service;

[Mr. Deputy-Speaker]

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measures to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services"

श्रीमती उमा नेहरू (जिला सीतापुर व जिला खेरी---पश्चिम): जनाब डिप्टी स्पीकर साहब, इस समय मैं कुछ सर्विसेज के बारे में कहना चाहती हूं। आज सर्विसेज का रंग ढंग इत्मीनान के काबिल नहीं हैं। जिस सांचे में यह सर्विसेज ढाली गई हैं वह सांचा हमारी वेलफेयर स्टेट के काबिल नहीं हैं। हम हर महकमे में जरूरत से ज्यादा देरी हर काम में देखते हैं। साथ ही साथ हम वहां पर एक अजीब तरह का ढंग पाते हैं, खास तौर से जहां ऊंची सर्विसेज वाले काम करते हैं।

Kumari Annie Mascarene (Trivandrum): On a point of order, Sir. This subject deals with public administration and I find it is a subject that concerns all the Ministers. Most of them are not here.

The Deputy Minister of Home Affairs (Shri Datar): It concerns the Home Ministry.

Kumari Annie Mascarene: The Ministers are not here. Only the Deputy Minister is here...

Shri Datar: The Home Minister represents the Government in all these respects.

The Minister of Commerce (Shri Karmarkar): And I am there to assist him. (*Interruptions*).

Mr. Deputy-Speaker: The hon. Deputy Minister is here. He is as good as a huge volume of fire!

श्रीमती उमा नेहरू : जो भी वह काम करते हैं उसमें हमको सेवा भाव नहीं दिखाई देता हैं। खास तौर से जब हम उनका बर्ताव अपने सबार्डिनेट्स के साथ देखते हैं तो हमको वह बहुत तकलीफदेह मालूम होता हैं। उनके हाथों में यह पावर होती हैं कि जिसको वह चाहें ऊंचा या नीचा डाल देते हैं। जब हम इन महकमों को गौर से देखते हैं तो हमको मालूम होता हैं कि न वहां सीनियारिटी का कुछ विचार हैं और न मैरिट का कुछ ख्याल किया जाता हैं। इसके अलावा हालत यह हैं कि हम जो समझते थे कि रैडटेपिज्म कम हो जायेगी वह और ज्यादा दिखायी देती हैं। इन सर्विसेज में भी हमको दो तरह की सर्विसेज दिखाई देती हैं, एक तो इम्पीरियल सर्विसेज कहलाती हैं और दूसरी को स्टेट सर्विस कहा जाता हैं। हमें इन सर्विसेज की मेंटेलिटी कुछ अजीब ही दिखाई देती हैं।

[SHRIMATI KHONGMEN *in the Chair.*]

जब हम इन सर्विसेज को देखते हैं तो हम को यह मालूम होता हैं कि हमारी सरकार को इम्पीरियल और स्टेट सर्विसेज को फिर से ओवरहाल करना चाहिये और हमको ऐसे लोगों को इन सर्विसेज में लाना चाहिये जिनको हमारी पालिसी पर विश्वास हो और जो हमारी स्कीम्स को विश्वास से और दिलचस्पी से चलाने को तैयार हों। हमें ऐसे मुलाजिम नहीं रखने चाहियें जो कि मशीनों की तरह बगैर दिल व दिमाग के काम करते चले जावें।

इसके अलावा सरकार को चाहिये कि हर आई० सी० एस० या आई० ए० एस० अफसर को पांच साल के बाद उसकी स्टेट को लौटा दें। जब हम यहां देखते हैं तो मालूम होता हैं कि कोई आई० सी० एस० अफसर १५ साल से यहां बैठा हुआ हैं, कोई दस साल से बैठा

हुआ हैं । एक दफा भी अगर कोई ऊंचा अफसर स्टेट से सेंटर में आ जाता हैं तो उसका वापस जाना दूश्वार हो जाता हैं । हम चाहते हैं कि हमारे मिनिस्टर इस बात पर विचार करें और ऐसे ऊंचे अफसर यहां पांच साल से ज्यादा कभी न रखे जायं और पांच साल बाद अपनी स्टेट्स को भेज दिये जायं क्यों? इसलिये कि वह यहां की सरकार की जो पालिसी हैं उसको स्टेट में जाकर बरतें । दूसरी बात यह हैं कि जो अफसर यहां स्टेट से लाया जाता हैं उसको नाता रिश्ता उस स्टेट से होता हैं । उसको वहां वापस भेजना चाहिये ताकि वह वहां डिस्ट्रिक्ट्स में जाकर ठीक तरह से काम कर सके । आज हालत यह हैं कि यहां पर सेक्रेटरीज होने के बाद जो उनका असल काम हैं उसको वह भूल जाते हैं ।

जब हम मुहकमों की तरफ नजर डालते हैं तो हम एक और अजीब चीज देखते हैं और वह यह कि जितनी भी की पोस्ट्स हैं उन पर आई० सी० एस० या आई० ए० एफ० अफसरों को मुकर्रर किया जाता हैं जहां कहीं भी यह देखा जाता हैं कि कोई मुहकमा ठीक से नहीं चल रहा हैं वहां पर हम यह कहने लगते हैं कि यहां पर आई० सी० एस० अफसर को रखा जाय तो मुमकिन हैं कि यह मुहकमा ठीक तरह से चलने लग जाय ।

इसके अलावा जब हम इन आई० सी० एस० और आई० ए० एस० आफिसर्स से मुलाकात करते हैं तो हमें एक खास चीज दिखलाई देती हैं और उसको देख कर हमें हंसी आती हैं । जब वह किसी से मिलते हैं तो मिलने वाले को ऐसा मालूम होता हैं कि उनकी निगाहें आसमान पर हैं, और वह एक सुपीरियर एअर से बात करते हैं । दूसरे को यह समझते हैं कि वह इतना काबिल नहीं हैं जितने कि वे । हो सकता हैं कि वह ऐसा अनकांशसली करते हों, या यह सर्विस का एअर हो लेकिन यह हालत उनकी दिखाई देती हैं । हम पार्लियामेंट के मेम्बरों को इन अफसरों से दूर रहने की हिदायत हैं, लेकिन हम यहां पर एक कांस्टीट्यूएंसी को रिप्रेजेंट करते हैं । हम यहां पर केवल एक दूसरे का मुंह देखने को नहीं आते । हम यहां इसलिये आते हैं कि हम अपनी कांस्टीट्यूएंसी का काम करें । जब हमारी कांस्टीट्यूएंसी का काम होता हैं तो हमको इन मुहकमों में जाना होता हैं । अगर हम पार्लियामेंटरी सेक्रेटरीज के पास जाते हैं तो वह उस चीज से बेखबर होते हैं । जब हम डिप्टी मिनिस्टर्स के पास जाते हैं तो वह बेखबर तो नहीं होते लेकिन उनको इतनी पावर नहीं हैं कि वह उस काम को इंडिपेंडेंटली कर सकें, वह मिनिस्टर का मुंह ताकते हैं । मिनिस्टर के पास जाते हैं तो वह कहते हैं कि भाई हो जायेगा । अगर उनको लिखते हैं तो उनके सेक्रेटरीज का खत आता हैं कि इस तरफ मिनिस्टर का अटेंशन हैं । हम चाहते हैं कि वह काम जल्द होवे । हमारी कांस्टीट्यूएंसी वाले हमको बराबर एकनालेजमेंट ड्यू खत भेजते हैं पर दूसरी तरफ वह काम जल्द नहीं होता हैं । तो यहां पर हालत यह हैं । हम जानते हैं कि इसकी क्या वजह हैं । मिनिस्टर भी काम में इस कदर मशगूल रहते हैं कि गालिबन वह एडमिनिस्ट्रेशन की हर चीज से वाकिफ नहीं हैं । उनको भी जाकर सेक्रेटरीज से बहस करनी होती हैं क्योंकि असल मालिक चाहे वह स्टेट सेक्रेटेरियट में हो या सेंटर में हो आई सी० एस० अफसर ही हैं । और यही गाड़ी को चलाते भी हैं । हम एक वेलफेअर स्टेट बनाने के लिये खड़े हुए हैं और मैं तो सर्विसेज से भी यही कहती हूं कि वे भी इसी मकसद को अपने सामने रखें और उनको समझना चाहिये कि इस उद्देश्य को उनको आगे चलाना हैं । जिस सांचे में वह ढले हुए हैं अगर वह यह सोचते हैं कि वह उस सांचे को फिर से यहां लायेंगे तो मुझे दुःख हैं कि उनका यह सोचना बेकार होगा । जब मैं इन सर्विसेज को देखती हूं तो मुझे ऐसा मालूम होता हैं कि यह जो गवर्नमेंट हैं उसका धड़ यह सर्विसेज हैं । मैं देखती हूं कि सर्विसेज गवर्नमेंट के हाथ और पैर होते हैं । अगर कोई गवर्नमेन्ट सिर्फ सर को ही लेकर बगैर धड़ के या

[श्रीमती उमा नेहरू]

हाथ पैर के चलेगी तो वह गवर्नमेन्ट आगे जाने वाली नहीं हैं ।

अगर गवर्नमेंट का सिर ठीक वेलफेअर की तरफ जाता हैं और सारे धड़ पर फालिज गिरा हुआ हैं तो वह वेलफेअर स्टेट भी नहीं हो सकती हैं इसलिये हमको जरूरत हैं कि हम अपनी सर्विसेज को कहें और अगर उनकी समझ में नहीं आता तो हमको दूसरा बन्दोबस्त करना हैं । जो हमारी पालिसीज और स्कीम्स हैं वह उनको मंजूर करनी हैं और उन पालिसीज और स्कीम्स को लेकर उनको आगे चलाना हैं ।

Shri Datar: On behalf of the Ministry and the Government of India, I am placing before the House certain replies to the numerous points made out by the hon. Members on this side — as also on the other. I am obliged to the Lady Member Shrimati Uma Nehru for the very dignified and restrained manner in which she dealt with this question. Some other hon. Members also have approached this question with great caution and restraint, because everything that is said here is published everywhere and the Members of Parliament have to be careful as to the consequences of what they say on the floor of the House. Every Member of Parliament—I say that there ought to be no misapprehension —is entitled to criticize the Government to the fullest extent possible, but what I desire is the manner of the criticism and not the substance of the criticism. Therefore, I shall, within the few minutes that are at my disposal, point out to you that so far as the underlying principle of this resolution is concerned, the Government are already committed to it, and the Government are taking every step to see that the defects are remedied wherever they are found.

Secondly, in the new democratic setup, not only of an ordinary Government but of a welfare Government, the machinery of Government is such as to be of the highest use to Government in the first instance, and naturally to the people at large.

Here, we start with certain historical precedents, and I might be allowed to add, certain prejudices. So far as the British administration was concerned, it has to be admitted that the administrative machinery was fairly efficient. The only defect that it suffered from was that machinery was developing or inheriting an atmosphere of autocracy. Secondly, there were certain instances where the fundamental principles of justice or fairplay were often ignored, and therefore, immediately after the transfer of power, the Government of India took up this very question and the late Sardar Vallabbhai Patel, the first Home Minister after the advent of independence, took up this question in right earnest. He had certain materials before him so far as the general improvement of the machinery was concerned. During the war, it was found that the machinery could not be so suitably administered even by the British administrators. Therefore, in a general way, they had gone into or reviewed the working of the administrative machinery and certain reports were submitted by certain officers appointed by the Government of India. This was a material which might have been useful to a certain extent, but Government desired that after 1947 this matter required to be checked in a proper manner and also required considerable improvements. For that purpose, immediately after independence, in 1948 itself, the Government of India requested the late Mr. N. Gopalaswami Ayyangar to go through the whole system of machinery and to point out the ways in which it ought to be reorganized for the purpose for which Government had to function. Thereafter, after considering the views of all sections of the public, after finding out to what extent the Government machinery was useful or was defective, he made certain suggestions and most of those suggestions have not only been accepted by Government but have, to a large extent, been already implemented. The whole machinery was changed as a result of the recommendations of the hon. Shri Gopalaswami Ayyangar. The late Shri

Gopalaswami Ayyangar was not only a very efficient officer but was the head of certain very important departments in Madras State and had also the experience of administration in certain Indian States—the native States as they were then called—and also in certain Ministries of the Government of India. He had also a great public life to his credit, and therefore, his report was of a very important character. That report has been placed before Parliament. Subsequently, we had also certain other reports. So far as the Gorwala report was concerned, he was requested by the Planning Commission to go into the administrative aspect of the various government functions and his report is also before the public. Thereafter, under the Ford Foundation scheme, Mr. Appleby came to India. He looked into the matter and he has also produced a report which has been placed before the House by the Finance Ministry. Now, all these reports were under consideration and only last year, we placed before the House, at the instance of the hon. Mover of this resolution, on the 13th August, 1953, a statement showing the progress made in this work by the committee, and if the hon. Members have not read it, I would invite the hon. Members to read that statement, because that statement would point out how Government have taken to this task in all seriousness. Government are aware of the defects and Government are also aware of the need for making up the whole administration in such a way that it yields the highest results under the present democratic set-up and also for the purposes of establishing a welfare state. Various steps have been taken by the Government. The whole ministerial work has been properly organized and the cabinet and other bodies have been formed in such a way that it is open to the Minister concerned or to the Cabinet to come to very quick decisions. We have devised a machinery by which all the policies that the Government of India or the Cabinet frame, are immediately implemented to the extent that is possible.

Shri K. P. Tripathi (Darrang): How long does it take for a decision to be implemented? Once a decision is taken by the Cabinet, how long does it take to be implemented at the lowest level—from the Cabinet to the lowest level?

Shri Datar: When the Cabinet takes a final decision, then immediately it is given effect to in all the Ministries. If, for example, the Cabinet asks for certain further information or the Cabinet desires that this question should be pursued further—and there are occasions when this has happened —because the question is not a simple, pointed one but is a fairly complicated one—under these circumstances further enquiries are made and further reports are submitted to the Cabinet and early decisions have been taken. I shall point out to you how the whole administration has already been reorganised.

The criticism was obviously that there are more powers or that they had no powers. In some cases, there was a complaint that the whole administrative machinery was over centralised and, in other cases, the complaint was that it was decentralised. Both these aspects of the complaints were true to a certain extent. Therefore the government machinery, the secretarial machinery, also has been reformed and we have now got very clear rules not only of business but of the procedure that the various Ministries have to follow.

So far as red tapism is concerned, that is a matter which has been receiving our attention. After all, red-tapism is not a matter of a day or two. Secondly, in all these cases...

Shri A. M. Thomas (Ernakulam): Sir, apart from red-tapism, is the Government aware that for the papers to move from the lower levels, somebody has also to pursue those papers?

Shri Datar: There is nothing like that; there is no need to pursue the papers at all. If the hon. Member follows me I shall answer his question. There is no need of any external pressure for the movement of files

[Shri Datar]

from officer to officer. What formerly happened—and perhaps to a certain extent even now happens—is that sometimes the same matter has gone through over and over again at different levels. We have taken up this question and it will be systematically solved because, after all, to a certain extent...

Shri Sinhasan Singh (Gorakhpur Distt.—South): May I know what is the normal time before an application for a certain thing reaches the Minister and is officially disposed of?

Shri Datar: It depends upon the nature of the subjects discussed in the files. In some cases, I may point out to the hon. Member that a question is disposed of within days, if not weeks, and there are cases where the matters have to be pending to a certain extent for months.

An Hon. Member: For years.

Shri Datar: The question of delays for years has been receiving our very serious scrutiny.

Shri V. P. Nayar (Chirayinkil): I can give the hon. Minister here and now specific instances of matters which are very urgent and which have been delayed for months in his own Ministry.

Shri Datar: I shall be obliged to hon. Members if they can bring such specific instances to my notice. If, at the highest levels, there has been some delay, I might point out to the hon. Members that especially when the House is sitting we have to attend to this item of work also—and to that extent official work sometimes falls in arrears on account of our pre-occupations here—and that has also to be noted.

Then, it was contended with considerable force by certain Members on the other side and with considerable bitterness or vehemence, I think, that we have got at the top the Services. I think, the hon. lady Member made a reference to the ICS. So far as the present members of the ICS are concerned, they are all Indians and the Government have pointed out to them, and they have accepted, the position that now that there has been a democratic change-over, they would have no proper place in the administrative machinery unless they have adjusted themselves mentally also to the new set-up. That is what we have given them to understand.

Shri Raghuramaiah (Tenali): May I just ask a small point which has got a bearing on this? We accept they are loyal. Would it not be better if, as in the case of the listed post holders —there are also the IAS—the ICS nomenclature is given up without affecting their seniority? I want to know whether this is under the consideration of Government.

Shri Datar: My hon. friend is so particular about names. What is there after all in the name? There was a time.... (*Interruption*).

Mr. Chairman: No interruption please.

Shri Datar:. I should be allowed to proceed.

Shri D. C. Sharma (Hoshiarpur): The hon. Member is speaking in the language of Shakespeare.

Shri Datar: So far as the ICS officers are concerned, I have to tell the House that the Government have made it very clear to them that they have to act under the modern set-up and without mental reservations. I might also tell the House that ultimately the Government task has to depend, to a very large extent, upon the loyal and efficient service of these Services. It does not look well if, in time and out of time, as we did under the British regime, we go on condemning the Services outright. There might be instances, here and there, of what you might call the black sheep. But, so far as the generality of our officers is concerned, I can state here quite positively that most of them have been acting as patriots and also under the modern set-up to the large extent possible. Therefore, it would not look proper to condemn the whole class.

There is another point also. Oftentimes, without taking account of the

circumstances, we say that the present Services are out-moded, they are anti-democratic, they are inefficient, and some of our friends on the other side also corrupt (*Interruption*).

An Hon. Member: Question.

Shri Datar: These are the usual epithets that are used. We have to understand one point very clearly, that we have to proceed on a basis and that basis is, to a large extent, the machinery that we have inherited. The defects in that machinery are going to be rooted out and they are also being rooted out. But, naturally, after 1947, you cannot have a new machinery just to be imported to substitute the new machinery. Such a question would have been quite right provided the whole machinery was entirely a foreign machinery. In all humility, therefore.... (*Interruption*).

Mr. Chairman: Let there be no interruption.

Shri Datar: Therefore, in all humility, I would request the House.....

श्रीमती उमा नेहरू : मेरा प्वाइन्ट आफ आर्डर है कि गलत बयानी गलत नतीजें।

Shri Karmarkar: It is a point of disorder.

Shri Sinhasan Singh: The Government have already issued a circular about the dress which the officers have to use when they sit in the offices. I want to know whether that circular has been honoured by the officers.

Mr. Chairman: Order, order, please. The hon. Deputy Minister has already invited the hon. Members to go to him to place any specific complaints that they may have. There should be no interruption.

Shri Datar: As you have pointed out, the Government is always ready to receive and act upon the suggestions which a number of Members of Parliament have been very kind to bring to my notice. In all these cases, I have looked into the matter and I have taken necessary action. I have also informed them. I should like to point out this that this is a democratic government and a responsible government and whatever the other people might say, we claim to be and we are a responsible government and we shall be in office only so long as we have the confidence of this House.

Coming back to the point, we are trying to improve the Services. Now, the functions of the Services have changed to a large extent. Formerly, under British administration, they were not merely there for carrying out the policies but they were, to a large extent, also the makers of policy. After the advent of independence, they are no longer policy-makers at all, because it does not lie within their power. It has also to be understood that they have got considerable experience, they have got considerable knowledge and information also. What they do and are expected to do is to tender advice to us so far as the information side is concerned. It is open to the Minister concerned or the Ministry as a whole to act upon that advice or to repulse that advice, and ultimately the real task, the legitimate task or the only task that they have further to carry on is to implement the decision, whatever it is, and, therefore, we are trying our best to remove the defects to the extent that it is possible.

I might then point out to the House, as I have already informed the House on a number of occasions when questions were asked, that we have already passed orders for the purpose of having a constant check over the whole administration, and special powers have been given and a new department has been opened under the Cabinet Secretariat, because you will find that the Cabinet Secretariat is the central pivot round which the whole administrative machinery has to move. It has got a special officer, with some staff, not confined only to the Cabinet Secretariat, but to the various Ministries. It is known as the Organisation and Methods Division. This was a suggestion made to us in the first instance by Shri Gopalaswami Ayyangar and subsequently by two other Reports, to which a reference has been made earlier here. Effect

[Shri Datar]

has been given to this suggestion, and the duties of the Organisation and Methods Division are to see to what extent the work has been carried on methodically, to what extent there is procrastination and how procrastination is to be removed. The next point is: are our rules fairly sufficient for carrying it out. When the Constitution was inaugurated, one of the important provisions of the Constitution was to the effect that all the rules which are against the Constitution are entirely void and invalid. There are certain rules which require a further change and, therefore, I might point out to the House that we have taken this matter in hand, and in the course of the next few days, if not weeks, we shall place before the House the re-modelled and revised rules so far as the different aspects are concerned.

Mr. Chairman: Will the hon. Deputy Minister please address the Chair?

Shri Datar: I am obliged to you, Madam, but the only thing was that instead of looking at you, I was looking to this side.

We have got the Union Public Service Commission and this body has been specially provided for by the Constitution to serve as a constant check upon the actions of the executive and all these provisions are being followed. As you are aware, we have only in an instance or two in the course of the year thought it necessary to depart from the advice of the Union Public Service Commission. Their work is of an extremely important character and they approach all problems from a detached viewpoint and, therefore, their advice is entitled to the greatest weight which the Government has already been giving.

There are also certain aspects so far as the recruitment of services is concerned. Here, we have to deal, in the first instance, with the Central Services. So far as the Central Services are concerned, we are organising them under different heads. For example, we have got the Central Secretariat Service, which deals with all officers from class I to class IV. All these officers are brought under a different rule, according to which they know what their rights are and they also know more carefully what their obligations are. The Central Secretariat Service has been organised and is put into shape. Then, we have got the Stenographers' Service, which has been duly organised and which will come into force in the course of the next few days. Similarly also, the Central Secretariat Clerical Service is now in last stages of preparation and execution. So far as these Services, which are more or less confined only to the Central Secretariat, are concerned, they have been so worked and the rules have been so made as to account for the highest efficiency and integrity. On a number of occasions I have answered in the House that Government are trying to make it impossible for the officers or Government servants to be actuated by temptations. We are looking into all the rules with a view to seeing whether there are any defects or omissions or lacuna in these rules, under which our Government servants are subject to temptation. That work is also going on, and we have appointed a Special Officer, known as Director of Training, whose work it will be to give full training to the officers. I might point out to the House that we are running three special training institutions, one for the Central Secretariat staff and batches after batches of officers are sent there, they are trained in the actual administrative machinery, they come back after training, and the general result is that their work improves in efficiency. The All India Services have been introduced by the Constitution with a view to have an entirely new set-up or a new background. So far as the new Services are concerned, we have got the Indian Administrative Service and the Indian Police Service. We had formerly the Indian Civil Service, but now we have in its place the Indian Administrative Service. So far as the Indian Administrative Service is concerned, it is the work of the Union Public Service Commission to

hold competitive examinations and admissions are from all classes of the society. It is a matter for happiness that we are getting some of the best youths in the country and they have to undergo a written examination.

Mr. Chairman: How many minutes will the hon. Minister still need?

Shri Datar: Please give me 10 minutes.

Mr. Chairman: I have already given 28 minutes.

Shri Datar: If you give me 10 more minutes, I shall answer all the points raised here.

Mr. Chairman: The hon. Minister may finish in five minutes.

Shri Datar: So far as these Services are concerned, with a view to find out the best administrators—it is not mere academicians that we want; we want administrators, district administrators and administrators at higher levels—we have the Union Public Service Commission, who, at our instance, have instituted what is called a personality test. I would request hon. Members of the House sometimes to attend the interviews for the personality test—some of the hon. Members and Ministers too. (*Interruptions*).

Shri D. C. Sharma: Does the hon. Minister suggest that Members of Parliament should undergo a personality test under the Union Public Service Commission?

Shri Datar: I never said 'undergo a test'. Members of Parliament are masters of the country and they are above all examinations. I said 'attend the personality test conducted by the Union Public Service Commission'. So far as the personality test is concerned, it has been so conceived as to make it possible for the 11 or 12 members to find out whether the candidate has the makings in him or the promise in him of a good administrator. Academic university distinctions only have no value at all. Kindly understand it very correctly.

Shri N. Rachiah (Mysore—Reserved—Sch. Castes): Can they take on undergraduates then?

Shri Datar: We have laid down a minimum standard and we go by that standard so far as the general admistration is concerned. Then we have been trying our best to have the best kind of officers of the Indian Administrative Service as also of the Indian Police Service, at the district level.

So far as the question of corruption is concerned, Government have been alive that here and there are black-sheep. Government have, therefore, strengthened the Special Police Establishment and have appointed a special anti-corruption officer to find out where the defects lie and how the temptations could be got over.

Then there are numerous other ways in which Government are trying to gear up the whole administration, because Government have to carry on work in as efficient a manner as possible. Just as we have got an audit system so far as accounting is concerned, we are going to introduce a system of inspection and audit under which officers would go round, find out what work is there, the quantity of work in arrears and also assess the quality of the work done.

So, coming back to the proposition from which I started, so far as the main Resolution is concerned, it was good that Government had an opportunity of explaining to the Members of Parliament what they are already doing. I could have understood the need or the appropriateness of such a resolution provided Government was sleeping over the matter. In fact, some hon. Members opposite needlessly stated that we were lethargic. We cannot afford to be lethargic, we cannot afford to be self-complacent. We know that the task ahead is great and we have to apply all our efforts for making the administration not only successful administratively but also successful so far as the needs of a welfare State are concerned, which are many.

[Shri Datar]

In the light of what I have said, I would request the hon. Mover not to press this Resolution for the simple reason that we ourselves are aware of the need for improving the administration and introducing reforms. The only point, as the House will appreciate is, that we cannot show spectacular results. All these reforms have to go through and after some years have passed if you look back you will find that the Government of today is not what it was before 1947. If after watching the work, the performance or if we like the omission of Government in this respect, the House still feels the need for such a Commission or Committee, Government will certainly consider the matter, provided the House has given full attention to what the Government have already done and what they propose to do in the nearest future.

Shri L. N. Mishra (Darbhanga-cum-Bhagalpur): Madam Chairman, the House is obliged to my hon. friend Shri S. N. Das for having afforded it an opportunity for expressing its feelings about the Services. We are also thankful to the Deputy Minister who is quite alert and vigilant. But I have a feeling that he is somewhat complacent and thinks that what he is doing is enough. We do realise that he is doing something in this direction; but that is not enough, we want speed in regard to it.

Madam, at a time when parliamentary control is easing every day and the power of the bureaucracy developing rapidly, it is but natural that Parliament which is the custodian of people's interests is alert and vigilant to see that the tax-payer's money is spent by those people who are honest and the administration of the country is run by those people who are efficient. It was therefore natural on the part of Members to bring such a resolution before the House. When we speak something against the Services, or criticise some action we never make any surprising remarks, or outright condemnation. We are actuated by goodwill towards all and ill-will towards none.

Looking back to the history of the growth of public services we find that from the latter part of the 19th century the influence and importance of the services have developed, mainly because of the change in the character of the State. The constitution of the different countries in the world and the functions of the States have changed. The transformation of police State into welfare State in all the civilised countries of the world has given enormous powers to the Services. Public administration has become the key-stone of the administrative structure of all the Government in the world.

In our country also the public services have come in possession of very great influence. We do not grudge that rather I would like to congratulate the Services for the excellent work they have done, especially after independence. The House would no doubt be aware of the fact that independence brought in its wake a number of problems. It was a period of trial for the administrative machinery as a whole. The Services rose equal to the height of the occasion and saved the country from a great catastrophe. I would in this connection like to pay my humble tribute to the service rendered by them to the nation. But I am constrained to remark that inspite of their great tradition and hoary past, they have not been able to come to our expectations afterwards, especially in the execution of economic policies of Government.

I am also sorry to remark that our public services are still thinking in terms of progressive bureaucratism which is prevalent in the United Kingdom and the United States of America. They have failed to respond to the changed circumstances. They are still having the same ideas about the functions and working of Government which they had under alien rule. The conception of the State has undergone a change mainly

because political economy has been transformed into economic science and the services are to know not only the economic background of the country but they are also to be judged in that background. If they prove successful they are all right; if they fail, they need improvement and reform.

Though the Services have tried to work in harmony, they have failed to bring coherence between policies initiated by leaders of the Government and their execution by the Services. There is no coherence between the policies enunciated by the political leaders and those who execute that policy. Further, neutrality and detachment are said to be the guiding principles of our Services. But do neutrality and detachment mean rigidity and aloofness? Should the Services remain away from the people? Should they have no relation to the people's aspirations and conceptions? Detachment and neutrality should in my opinion give place to impartiality, flexibility and democratic mobility. By flexibility I mean that the Services should try to acknowledge and understand the feelings of the people and try not only to adjust themselves to the changed condition but also to make departure from the existing situation if necessary. In this connection I would like to quote an experienced Indian administrator:

> "The public servant far from being a neutralist, should be rich in human sympathy and with a fully awakened social conscience; to his work he must bring not only competence but faith and favour and a mind receptive as well as constructive."

It is therefore time that the Services change their outlook and adjust themselves to the changing circumstances.

Apart from flexibility what is needed today, especially at a time when the country has gone for planned economy, is character and integrity. Today we want not only incorrupt public services but also incorruptible public services. Parliamentary government can never be successful and effective if it has not got a set of honest public servants and men of character. If the integrity of the public services is questionable, I think it is absurd to go for a planned economy. The need for the proper public administration becomes more urgent when the country has gone for a system of planned economy which has brought in its wake a number of problems and involves work of a different nature to which they were not used over all these years. Therefore, in view of that onerous responsibility, I feel that public services must set a standard which might be emulated by the whole society so that no finger could be raised against their integrity and character. The standard has fallen because of the fact that they were able to acquire unlimited power and that has resulted in their taking to corrupt practices.

I admit that our Government has been serious in this matter as pointed out by the Deputy Minister. Many committees were appointed, for example, the Economic Committee and another Committee led by Mr. Gopalaswami Ayyangar. There were also the recommendations of the Gorwala Committee to the Planning Commission and then the report of Appleby. I have no grievance against these reports but against their execution since very few of them have been implemented and much remains to be implemented. I would like to say that Government should at least think of implementing important portions of these reports.

Now I am going to speak on the amendment which I have tabled. Public servants should be debarred from joining any industrial or commercial concerns after their retirement or resignation. Our experience shows that public servants are tempted to join private concerns on fabulous salaries. This is very bad. These persons occupy positions of responsibility in the Government, and when they are removed from the Government, they want to join some private concerns. Therefore, it has to be decided whe-

[Shri L. N. Mishra]

ther public servants should be allowed to join private or industrial concerns after their resignation and retirement or not.

Shri Datar: Will the hon. Member kindly allow me to explain the position? I shall take just one minute. So far as our Government servants are concerned, for two years after retirement or resignation, they cannot accept any service under any other agency at all. So far as their attempt to obtain service by resignation is concerned, even there, for two years after their resignation, they have to take permission of the Government and it is not open to a Government servant, either after retirement or resignation, to proceed forthwith from Government service into some other service.

Shri L. N. Mishra: I have some individual cases before me. Some of the political leaders who had visited private concerns on some occasions were surprised to see some retired Government officials working there as general managers and so on. In my own State, I do not like to divulge their names—there are people who held positions as Under Secretaries etc. in the Supplies and Industries departments. They resigned and they are today employed in private concerns. I know many of them.

I would like to say that some drastic change to reform the whole system is needed. Mere linking with the problem is not enough. We must not forget that a planned society requires a very democratic public service and a very flexible system of administration. Democracy in our country is in its infancy. If they are inefficient or some thing like that, it gives rise to suspicion and shakes the confidence of the people in the administration and that is bad for any democratic system of Government. They should restore complete confidence. Only for that reason I will say that if the country has decided to go for a system of planned economy, if it has decided to have some welfare State, it must change its outlook and the system of administration. Without that I think, to go in for planning or any thing is an absurd thing.

12 NOON.

Kumari Annie Mascarene: I thank the Chairman for calling me though at this late hour.

Mr. Chairman: It is only mid-day now.

Kumari Annie Mascarene: I meant, towards the close of the hour set apart for the Administration Resolution.

I should like to give a few ideas regarding public administration in this country. It has to be admitted at the very outset that comparing India with the other countries of the world which had attained democracy recently, we are far in advance. It is only a comparative study—the external aspect.

But if you look at it internally, inspite of the hon. Deputy Minister's explanations and records and reports of very efficient men who serve the Government, I want to say there are many many loopholes in the public administration.

Let us take the fundamental principles—the basic structure of democracy as we have accepted it, that is the idea of joint and collective responsibility of the Cabinet. Looking at it from the experience of the last seven years, I am constrained to say that they have failed to conform to the very fundamentals of the Cabinet system. We have heard, and heard too often, from the hon. Ministers saying when questions were put that 'such and such question belongs not to my Ministry but to the other Ministry. The hon. Member will please send notice to him to get an answer'. That is not joint responsibility. We in our individual States do not allow the individual Ministers to apologise in that manner, we get them to say, to give the answer. But here it is a pity that each Minister is not aware of what is going on in the other Ministries. Therefore,

the principle of joint and collective responsibility is not observed as it should be observed in the cabinet form of Government.

Secondly, the tone of harmony among the Ministers is sadly missing. They may not admit it but we can see it from this side; we could see from this side that all is not well on the 'western front'.

Next come the policies which they change. I wish to impress this House with regard to the policy of finance. Having accepted democracy as the form of Government for India, it is but natural that they should but accept mixed economy as the financial principle. It has been announced more than once in this House and the other that mixed economy is the principle that they have accepted. Unfortunately, in the course of the proceedings we notice that the principle is not conformed to; Neither do they conform to the public sector, nor do they help and support the private sector. They have failed, and failed miserably in maintaining the public as well as the private sectors. I demand that the Finance Minister should announce the financial principles according to which he is formulating the policies. Here, one day he comes with the Estate Duty Act, and the next day he comes with taxation on shoes and soaps. If you examine the private sector you will notice that the money invested in private sector is invested on a guarantee of conforming to a target; but, the Report on Finance and Currency of 1952-53, 6th January 1952 will give you examples of private sector not rising to their targets of production. Thus money is wasted and extravagantly spent in that sector of business. Now, looking at the public sector, it is the experience of democracy....

Shri R. K. Chaudhuri (Gauhati): Sir, no Minister is listening to the hon. Member's speech.

Dr. Suresh Chandra (Aurangabad): Are we discussing the Companies Bill? I think the hon. Member is referring to the Companies Bill.

Kumari Annie Mascarene: I am not referring to the Companies Bill.

Mr. Chairman: The hon. Member knows what she is speaking about.

Dr. Suresh Chandra: My point was, that it was quite irrelevant to the discussion here.

Kumari Annie Mascarene: I have got the freedom to express my opinion on the general principles of finance.

Then, comes the aspects of law and justice. Here, this House passes law after law almost every week. How many of them are enforced? The value of a law is not in passing it, but in enforcing it and a law is no law if it cannot command obedience. Therefore, I place before the hon. Minister this criticism, that as a Government you have failed, and failed miserably in enforcing laws which you want us to pass.

Next, with regard to the security of service. Of course, I have my views about the Secretariat. They have failings as every Secretariat has failings. That is true to the human nature. There is the other side of the question with regard to the security of service. I have come across many instances when officers of Government after rendering several years of service were asked one fine morning to quit, sometimes even without giving them a chance of defending themselves. If they are guilty then take legal action against them, or take departmental action against them; but remember that they have rendered service for years and as such they are human beings with a burden of responsibility; therefore they should survive. Hundreds of cases can be cited when officers were asked to get out and years have gone by. I remember to have referred one of the cases to the Prime Minister some years back. There are still several cases. I can see the persons affected, every day going up and down the Secretariat for getting their cases settled. What do you think their wives and children are doing? There is no security of service in this Government. I wonder what the Deputy

[Kumari Annie Mascarene]

Minister has to speak about the security of service in this Government.

Then, there is economy. The top-heavy administration is a burden on the tax-payer. The tax-payers back is aching. The Government spend money extravagantly; they squander money. Rs. 7 crores have been written off as loss in two years in the Defence Department and today I heard some more crores have been squandered; some ships have been sunk; about Rs. 117 lakhs has been spent in repairing two or three ships that we bought. Money is squandered like this and the gap is to be filled up by the tax-payer. I feel that the most unkindest cut is in the administration of finance. There must be general control of finance by the Finance Minister, but then, every Department should be given the freedom to expend money by a financial secretary or some other officer who should see that the trust, the responsibility entrusted in his hands is executed or carried out without fail. In the Budget speech we heard that several crores of rupees set apart for expenditure have not been spent—it seems because of red-tapism. That means so much of the progress of the country is retarded, that could have been easily carried out and the food and other problems solved. Therefore, I wish to place before the hon. Deputy Minister that these defects of the administration are to be looked into and timely remedies must be taken to make the administration a great success.

With these words, I wish to emphasise that I had been comparing the administration in India with the administration in America, the administration in France and the administration in England during the first ten years of their lives—democratic lives—and I found,—to do justice to the opposite Party—that we have done extremely well.

Mr. Chairman: There are only four minutes left and if any hon. Member wants to speak for four minutes I can allow.

Several Hon. Members *rose*—

An hon. Member: Shri R. K. Chaudhuri.

Mr. Chairman: Shri R. K. Chaudhuri.

Shri R. K. Chaudhuri: I am grateful to you, Madam, for giving me this opportunity to speak on this Resolution. Honestly speaking, I do not see any reason why the hon. Deputy Minister could not accept this Resolution. Very probably, action is being already taken on the lines indicated in this Resolution and therefore he has advised the hon. Mover of this Resolution not to press this matter. I am sure the hon. Member will have the wisdom not to press this Resolution to a vote of the House; but I would like to add a few words on the subject. Curiously enough, Sir, —I am sorry, Madam....

Mr. Chairman: The hon. Member is a lawyer. Even if he says 'Sir' I think he means Madam.

Shri R. K. Chaudhuri: Curiously enough, today of all the days, myself and the hon. Member who spoke just before me are of the same mind. I do not say that 'great men think alike'. But, today is a memorable day for me, when I found it possible to agree, in some respects at least, with what my hon. friend has said. She has laid stress rather on the security of service and I am entirely at one with her. I would like to draw the attention of the hon. Minister to the curious state of things which prevails, if not at the Centre, but in the States at least. There are some officers in whose cases the disciplinary action has to be taken by the Ministers themselves. Some officers are appointed by the Ministry and it is only the Ministry which can dismiss them from their offices. Now, there should be an appeal against that order. According to the Constitution, the existing rights of anyone in service should not be interfered with. Now, I find that when these officers are dismissed by the Ministry there is practically no appeal to any other tribunal. I have seen

appeals being preferred before the Governor or the President and invariably all these cases are referred back to the Ministry. That is to say, the Ministry which has passed the order of dismissal has also to deal with the appeal against that order. This takes away the very sense of security of the services. There should be some tribunal set up for this purpose. Whether it is the Union Public Service Commission or some other body, some tribunal should be set up to go into this question, so that the people in the services may know that they have not lost their right of appeal, which they previously exercised. Under the old Constitution, there was even the right of a second appeal to the Governor. But now, even the first appeal is not dealt with by the Governor,—not to speak of the second appeal—because it is said that under the Constitution, the Governor has no right to act in his discretion, but he should send it back to the Ministry. That is an anomalous state of affairs. This defect should be remedied as early as possible.

The second point, which I consider to be the most important, is that unless you improve the condition of the people who are at the bottom of the services, you cannot really get efficiency. When any application, or any letter or any representation is addressed to a Minister, it is sent back to the office, and there, it is the lower staff that go into it first, collect the relevant and necessary papers, and then put up the papers for the orders of the Minister. It is a fact—I do not know if any hon. Minister will deny it—that any representation actually addressed to a Minister is put up to him only after ten or fifteen days of its receipt, and when the Minister calls for the relevant papers or records, it takes months before he could get the necessary papers. I know of instances where the records have not come to a Minister even after a period of six months. That is the case not only with regard to a particular Minister, but that seems to be the case generally; there is a general complaint that the Ministers do not get the papers that they call for, in time, but they get them after an inordinate length of time. This is due to the fact that there is some loss of efficiency in the lower ranks of the services.

How can the lower services work with efficiency, when the salary and allowances they get is not more than Rs. 120 or Rs. 135? With that money, they have got to maintain a family; and with that money, they have to take tiffin during office hours. How can they work efficiently, when they are placed in such a position? I would, therefore, appeal to the hon. Deputy Minister, when he takes up the whole question of reorganising the services, to find out how best the services of these employees could be utilised more efficiently; he should look into this matter and increase the salary of all clerks and assistants to Rs. 150 at least. That comes to Rs. 5 a day, and with this amount, the clerk or assistant is expected to maintain a family. But in a place like Delhi or such big cities in the States, he cannot maintain a family with these Rs. 5. This is a matter which has to be looked into.

Mr. Chairman: I am afraid the hon. Member must conclude now. I gave the hon. Member only four minutes, but he has taken already six minutes. I am exceedingly sorry that for want of time, I am not able to accommodate all hon. Members who wanted to participate in this debate. I shall now call upon the Mover of the Resolution, Shri S. N. Das, to speak.

Shri Datar: If you permit me, may I just clear a misapprehension in the mind of the hon. Member regarding the right of appeal?

Mr. Chairman: Will it be a long speech?

Shri Datar: I am not speaking, but I only want to correct a misapprehension in the mind of the hon. Member. I will take only one minute.

[Shri **Datar**]

So far as the orders of dismissal are concerned, the practice is that officers of Class I, Class II, Class III and Class IV are dismissed in a proper case, after consulting the U.P.S.C., by the appointing authority. In all these cases, there is a right of appeal, and that right of appeal lies to the President.

In the case of Class I officers as also officers of the All-India Services, the appointing authority is the President, and the dismissing authority is also the President. In all cases of dismissal, the matter is referred to the U.P.S.C. and it is only after taking their opinion, that the appointing authority or the President, as the case may be, acts.

Shri R. K. Chaudhuri: Does the President act on the advice of the Ministers or on his own?

Shri Datar: The President has to act on the advice of the Ministry. In all these cases, their opinion is taken.

Lastly, when I answered one question earlier, there was a slight inaccuracy. I should like to correct it now. So far as the question of an officer accepting some appointment after resignation is concerned, we are considering the question of making some rules by which it would not be possible for him immediately to go from government service to private service. We are considering the question, and we are trying to make some rules by which such temptation should be avoided.

Mr. Chairman: May I request the hon. Mover to speak now? I am going to put the Resolution to the vote of the House at about 12-28 P.M. So, the hon. Member will confine himself to this time-limit.

Shri S. N. Das (Darbhanga Central): The discussion on my Resolution started at 11-7 A.M., I think. The time allowed for it today is one hour and twenty-three minutes. So, I would request that I may be allowed to go on up to 12-33 P.M.

Mr. Chairman: But that would be taking up the time of the next Resolution. So, I cannot allow that.

श्री एस० एन० दास : सभानेत्री जी, मैं उन सभी सदस्यों का बड़ा आभारी हूं जिन्होंने और प्रायः सभी ने मेरे प्रस्ताव का बहुत ही जोरदार शब्दों में समर्थन किया है। माननीय मंत्री, जो बहस, इस सभा में हुई है उसको अगर उन्होंने ध्यान से सुना है और इस सम्बन्ध में अखबारों में जो चर्चा होती है उसको पढ़ा है तो मैं समझता हूं कि वह इस बात को मानने के लिये तैयार होंगे कि इसकी बहुत आवश्यकता है कि जिस तरह से सरकार इस प्रश्न के सम्बन्ध में विचार कर रही है, उससे बहुत तेजी के साथ इस पर विचार किया जाना चाहिये।

हमारे माननीय प्रधान मंत्री ने कई जगह अपने भाषणों में कहा कि प्रशासन का एक बड़ा जंगल कायम हो गया है और उस जंगल को साफ करने के लिये मेरी समझ में एक कमीशन और आयोग की आवश्यकता होगी, लेकिन अभी भी हमारे माननीय मंत्री जिन्होंने भाषण दिया वह इस बात की आवश्यकता को महसूस नहीं करते हैं। माफ करेंगे मेरे मंत्री जी अगर मैं यह कहूं कि सरकार का निर्णय कुछ देर से ही हुआ करता है। अभी मेरे पास ऐसे ही विषय पर ब्यौरे के साथ कहने का समय नहीं है लेकिन मुझे अफसोस के साथ कहना ही पड़ता है कि जिस समय भाषा के आधार पर प्रान्तों के पुनर्निर्माण की समस्या यहां पर खड़ी हुई तो हमारी सरकार की तरफ से कहा गया कि इसकी कुछ भी आवश्यकता नहीं है और उसके अनुसार जो संशोधन पेश किये जाने वाला था कि इसके लिये कमीशन की नियुक्ति होनी चाहिये, वह संशोधन नहीं पेश किया जा सका, लेकिन उसके बाद हम क्या देखते हैं, उसके कुछ ही महीनों बाद यह निर्णय किया गया कि प्रान्तों के पुनःसंगठन के लिये एक आयोग की स्थापना होगी। इस विषय में भी मेरा तो विचार यह है कि अभी मंत्री जी ने शायद इतनी गहराई के साथ इस प्रश्न पर विचार नहीं किया जितनी गहराई के साथ इस पर विचार किया जाना

चाहिये था। आज इस प्रजातंत्र के युग में जनता की आवाज सबसे बड़ी है, सर्वशक्तिमान जनता है और हम जितने लोग भी हैं सब जनता के सेवक हैं। जनता की आवाज को समय पर न सुनना यह एक ऐसा काम है जिसके बारे में मैं समझता हूं कि जितना कम कहा जाय उतना अच्छा है, फिर भी मैं इस बात की आवश्यकता को अभी भी महसूस करता हूं कि इस जंगल को साफ करने के लिये और एक नया रास्ता निकालने और नई पद्धति लाने के लिये जरूरत इस बात की है कि कुछ ऐसे लोग पूरा समय देकर इस विषय पर विचार करें जिनको कि इस बात का अनुभव भी हो और जो समझते हैं कि प्रजातंत्र के जो हमारे सामाजिक आदर्श हैं, उस आदर्श को पूरा करने के लिये किस तरह के सेवा मंडल की हमको जरूरत है, और उसकी आवश्यकता को वे महसूस करते हों। यह जो छुटपुट सुधार करने की बातें की जाती हैं और एक आध कमेटी नियुक्त की जाती है जिसमें एक आध सुझाव दे दिया जाता है और उनको काम में लाने के लिये कमेटियां बैठा दी जाती हैं, मैं कहना चाहता हूं कि यह बहुत पुराना तरीका है और इस तरीके से काम चलने वाला नहीं है। हमारा ख्याल है कि जिस तरीके से हमने विधान का निर्माण किया है, उसी तरह से शासन की पद्धति और शासन के यंत्र का निर्माण करने के लिये एक विस्तृत और व्यापक तरीके से छानबीन करने, सोचने और उपयुक्त निर्णय करने के लिये एक विशिष्ट आयोग की आवश्यकता है।

जैसे जैसे कमीशन या कमेटी के सुझाव इस सम्बन्ध में आते जायें वैसे वैसे इस ओर पद्धति में सुधार करा जाना चाहिये। बहुत अफसोस के साथ मुझे कहना पड़ता है कि जिस बुलन्दी के साथ जनता इस प्रश्न के ऊपर आवाज उठाती है, उतनी सहानुभूति के साथ सरकार इस पर नहीं सोचती है। मेरा कहना यह है कि अभी भाषण के समय हमारे माननीय मंत्री ने कहा था कि अब जो हमारी सर्विसेज के लिये लोग नियुक्त किये जाते हैं उनके व्यक्तित्व की परख के लिये 'हाउस पार्टी सिस्टम' का नया तरीका अख्तियार किया जा रहा है। हमारे मंत्री जी मुझे माफ करेंगे, जब मैं यह कहूं कि जब इंग्लैंड में यह हाउस पार्टी सिस्टम कायम किया गया तो हिन्दुस्तान में भी वह तुरन्त आ गया। जब इंग्लैंड में यह हाउस पार्टी सिस्टम नहीं था तो हमारे देश में भी वहां का पुराना तरीका जबानी प्रश्न पूछ कर व्यक्तित्व परखने (*viva voce*) की प्रणाली जारी थी, और ऐसे प्रश्नोत्तर में प्राप्त नम्बर के आधार पर नियुक्ति की जाती रही है।

Shri Datar: I do not know what the hon. Member is referring to.

Shri S. N. Das: You have referred to the house party system.

The Minister of Home Affairs and States (Dr. Katju): Appleby Report?

Shri S. N. Das: Even in the report of the Union Public Service Commission, it has been stated that instead of viva voce test. they are going to adopt some new system which is called 'house party test' system—which you referred to.

Shri Datar: I referred to personality test.

श्री एस० एन० दास : मैं यह कह रहा था कि यह जो सिस्टम है जिस के बारे में उन्होंने जिक्र किया है, उसमें कुछ सुधार भी हो तो भी उससे कुछ होने वाला नहीं है। मेरा ख्याल है कि रिक्रूटमेंट की जो पद्धति है उस में आमूल परिवर्तन करने की जरूरत है। बिना आमूल परिवर्तन किये हुए कितनी भी कमेटियां कायम की जायं उस से काम चलने वाला नहीं है।

मैं माननीय मंत्री को इस बात के लिये धन्यवाद देता हूं कि जिन्होंने इस बात को कबूल किया है कि इस प्रस्ताव के पीछे जो सिद्धान्त हैं वह सिद्धान्त उनको मंजूर हैं और उसके आधार पर वह अभी बहुत कुछ करने जा रहे हैं। उन्होंने यह भी आश्वासन दिया है कि सरकार की तरफ से जो भी काम होगा उसे संसद के सामने रक्खा जायेगा और अगर संसद समझेगी कि

(श्री एस० एन० दास)

वह पर्याप्त नहीं हैं तो सरकार इस पर गौर करेगी कि इसके लिये आयोग बनाने की आवश्यकता हैं या नहीं। अन्धकार में यह एक प्रकाश की ज्योति मालूम होती हैं। कुछ देर से ही सही, लेकिन सरकार इस बात को मानने के लिये तैयार हैं कि अगर इस तरह के आयोग की आवश्यकता होगी तो सरकार इस बात के लिये भी विचार करेगी और अगर संसद की राय होगी तो इस तरह का आयोग नियुक्त भी किया जायेगा।

चूंकि, सभानेत्री जी, आप ने कह दिया हैं कि २५वें मिनट पर मुझे खत्म कर देना हैं इसलिये मैं अपना कहना खत्म करने के पहले फिर यह बात कहना चाहता हूं कि जनता की यह पुकार हैं, जिनके हम प्रतिनिधि हैं उन लोगों की यह पुकार हैं और जनता के साथ साथ जो यह सभा बैठी हुई हैं उसने भी गहराई से इस पर जोर दिया हैं। इसलिये इस बहस से सरकार को चेतावनी लेनी चाहिये और सरकार को सावधान होना चाहिये कि यह एक ऐसा प्रश्न हैं जिस पर देरी करना सरकार के लिये नुकसानदेह हैं। मैं समझता हूं कि सर्विसेज चाहे कितनी ही अच्छी क्यों न हों, लेकिन वह जनता में बदनाम हो चुकी हैं। बद अच्छा होता हैं लेकिन बदनाम अच्छा नहीं होता हैं। अगर आप अच्छे हैं तो जनता को मालूम होना चाहिये और संसार को मालूम होना चाहिये कि आप अच्छे हैं। लेकिन अगर आप अच्छे हैं और संसार को नहीं मालूम होता कि आप अच्छे हैं तो यह खतरनाक बात हैं इसको इस प्रकार सुधारने की जरूरत हैं जिससे इस सभा का विश्वास और सारे सभासदों का विश्वास, जो कि जनता का प्रतिनिधित्व करते हैं, सर्विसेज पर हो जाय।

एक और बात कह कर मैं खत्म करूंगा। हमारे मंत्री महोदय ने कहा हैं कि आर्गेनाइजेशन एंड मेथड्स डिवीजन कैबिनेट सेक्रेटरियट में बनाया गया हैं। यह प्रसन्नता की बात हैं, हालांकि अभी यह मालूम नहीं हैं कि इस डिवीजन में जो काम करने वाले हैं उन की नियुक्ति कैसे हुई हैं या कैसे होगी। इसके साथ साथ यह भी खुशी की बात हैं कि एक इंडियन इन्स्टिट्यूट आफ एडमिनिस्ट्रेशन, सरकार की तरफ से तो नहीं, लेकिन सरकार की मदद से कायम हुआ हैं, जो कि प्रशासन सम्बन्धी विषयों का लगातार अध्ययन करेगा और समय समय पर सरकार के नियमों को देख कर, सरकार के कामों को देख कर उसके सम्बन्ध में अपने सुझाव पेश किया करेगा। यह भी अन्धेरे में प्रकाश की ज्योति मालूम होती हैं। मुझे विश्वास हैं कि जो आश्वासन हमारे गृह उपमंत्री जी ने दिया हैं उसके अनुसार जल्द से जल्द वह काम करेंगे।

सभानेत्री जी, आपकी आज्ञा से, जो प्रस्ताव मैंने रक्खा हैं और उसके सम्बन्ध में जो आश्वासन मंत्री महोदय ने दिया हैं और जो कार्रवाई सरकार कर रही हैं उसको देखते हुए सदन से अनुमति चाहूंगा कि इस प्रस्ताव को वापस ले लूं।

Mr. Chairman: Order, order. Before the hon. Member finally withdraws his Resolution, there are certain amendments to be disposed of. I will put them to the House.

The first amendment stands in the name of Shri S. C. Samanta. Does he press it?

Shri S. C. Samanta (Tamluk): I press it.

Shri P. S. Naskar (Diamond Harbour—Reserved-Sch. Castes): The Resolution is withdrawn.

Shri Bogawat (Ahmednagar South): When the Resolution is withdrawn, there is no question of amendment.

Dr. Ram Subhag Singh (Shahabad South): The Resolution is withdrawn and there is no question of putting the amendments.

Mr. Chairman: I will put the amendment to the vote of the House.

Shri Raghunath Singh (Banaras Dist.—Central): There is no Resolution before the House.

Mr. Chairman: I will read the proviso to rule 309:

> "Provided that if an amendment has been proposed to a motion, the original motion shall not be withdrawn until the amendment has been disposed of."

So I want to dispose of all the amendments first.

Shri S. C. Samanta: As the Mover has expressed his intention to withdraw the Resolution, I am not pressing my amendment. I wish to withdraw it.

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amendment stands in the name of Shri G. L. Chaudhary. Is the hon. Member in the House? He is absent.

Mr. Chairman: The next amendment stands in the name of Shri Sinhasan Singh. Does he press it?

श्री सिंहासन सिंह : रेजोल्यूशन वापस हैं तो एमेन्डमेन्ट भी वापस हैं ।

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amend- is in the name of Shri Nageshwar Prasad Sinha.

An hon. Member: He is absent.

Mr. Chairman: The hon. Member is absent. Has he leave of the House to withdraw the amendment?

Shri Nand Lal Sharma (Sikar): On a point of order, Madam. When the Member is absent, how can he have the leave of the House to withdraw his amendment, unless he withdraws it himself?

Mr. Chairman: Then I will put the amendment before the House.

The question is:

"That for the original Resolution, the following be substituted, namely:

> 'In view of the fact that a number of Reports on the Reform of Public Administration have already been submitted, from time to time, by different authorities appointed by the Government of India in the past, this House urges upon the Government to submit a scheme for gradual implementation of the appropriate recommendations contained in those Reports and suggest ways for an early reorentation of the whole administrative structure, best suited to a Welfare State'."

The motion was negatived.

Mr. Chairman: The next amendment stands in the name of Shri Raghubir Sahai. Does the hon. Member wish to press it?

Shri Raghubir Sahai (Etah Dist.—North East *cum* Budaun Dist.—East): I do not press it. I want to withdraw it.

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amendment stands in the name of Shri B. K. Das. Does he press it?

Shri B. K. Das (Contai): I do not press it. I wish to withdraw my amendment.

The amendment was, by leave, withdrawn.

Mr. Chairman: The other amendment is of the hon. Member Shri G. L. Chaudhary, who is absent. I will put it to the House.

The question is....(*Interruptions*).

I really feel embarrassed to find that hon. Members do not observe the rules in the House.

[Mr. Chairman]

The question is:

"That for the original Resolution, the following be substituted, namely:

'This House is of opinion that Government should take immediate steps to reorganise the existing administrative machinery and methods at the Centre and, if necessary, constitute a permanent statutory Commission to advise the Government in the matter of reorganisation and reforms from time to time."

The motion was negatived.

Mr. Chairman: I will now put the original Resolution to the vote of the House.

Shri Datar: He is withdrawing it.

Mr. Chairman: The Hon. Member, Shri S. N. Das, who moved the resolution wants the leave of the House to withdraw his resolution. Has he got the leave?

Shri Gidwani: No.

Mr. Chairman: Then, I will put the resolution to the vote of the House.

The question is:

"This House is of opinion that a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for reforming and reorganising the administrative set-up, namely:—

(a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;

(b) adequacy or otherwise of the existing All-India Services including the necessity and desirability of establishing an All-India Economic Service and Social Service;

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measure to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services."

Shri Datar: Has not the resolution been wihtdrawn?

Some Hon. Members: No, no.

Mr. Chairman: I have already put the question. Those who are for the motion will say 'Aye'.

Some Hon. Members: Aye.

Mr. Chairman: Those who are against the motion will say 'No'.

Several Hon. Members: No.

Mr. Chairman: The 'Noes' have it.

Some Hon. Members: No. The 'Ayes' have it.

Sardar Hukam Singh (Kapurthala-Bhatinda): We have been asked to give our opinion. The House has given that opinion. The Chairman has to give her decision, whether the 'Ayes' have it or the 'Noes' have it. If once that decision is given, it is open to the Members to challenge that. Afterwards, the Chairman can call for the opinion of the House again. I request the Chair to give a decision after hearing the voice.

Shri Gidwani: The voices were heard and they were in favour of 'Aye'.

Several Hon. Members: No, no.

Mr. Chairman: I think the 'Noes' have it.

Shri Karmarkar: Let there be a division.

Mr. Chairman: Yes.

[MR. DEPUTY-SPEAKER *in the Chair.*]

Mr. Deputy-Speaker: Hon. Members will kindly resume their seats,

The question is:

"This House is of opinion that Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for reforming and reorganising the administrative set-up, namely:—

(a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;

(b) adequacy or otherwise of the existing All India Services including the necessity and desirability of establishing an All India Economic Service and Social Service;

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measures to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services."

The House divided: Ayes 34; Noes 117.

12-42 P.M.

Division No. 7.

AYES

Bhawani Singh, Shri
Chaudhuri, Shri T. K.
Chowdhury, Shri N. B.
Damodaran, Shri N. P.
Das, Shri B. C.
Das, Shri S. N.
Gadilingana Gowd, Shri
Gidwani, Shri
Gurupadaswamy, Shri M. S.
Hukam Singh, Sardar
Kelappan, Shri
Khardekar Shri
Mishra, Pandit S. C.
More, Shri S. S.
Mukerjee, Shri H. N.
Murthy, Shri B. S.
Nair, Shri N. Sreekantan
Nambiar, Shri
Nanadas, Shri
Nathani, Shri H. R
Nayar, Shri V. P.
Patnaik, Shri U. C.
Punnoose, Shri
Randaman Singh, Shri
Rao, Dr. Rama
Reddi, Shri Ramachandra
R Shri
Sharma, Shri Nand Lal
Singh, Shri
Subrahmanyam, Shri K.
Swami, Shri Sivamurthi
Veeraswamy, Shri
Verma, Shri Ramji
Waghmare, Shri

NOES

Abdus Sattar, Shri
Achuthan, Shri
Altekar, Shri
Barman, Shri
Barupal, Shri P. L.
Basappa, Shri
Bhagat Shri B. R.
Bhargava, Pandit Thakur Dass
Bhatt, Shri C.
Bheekha Bhai, Shri
Birbal Singh, Shri
Brajeshwar Prasad, Shri
Brohmo-Choudhury, Shri
Chaliha, Shri B. P.
Chandrasekhar, Shrimati
Chatterjee, Dr. Susilranjan
Chaturvedi, Shri
Chaudhuri, Shri R. K.
Chinaria, Shri
Choudhuri, Shri M. Shaffee
Dabhi, Shri
Das, Dr. M. M.
Dass, Shri B. K.
Das, Shri K. K.
Das, Shri N. T.
Datar, Shri
Deb. Shri S. C.
Deshmukh, Dr. P. S.
Dube, Shri Mulchand
Dubey, Shri R. G.
Dwivedi, Shri M. L.
Fotedar, Pandit
Ganga Devi Shrimati
Gounder, Shri K. P.
Ibrahim, Shri
Iyyani, Shri E.

Iyyunni, Shri C. R.
Jagjivan Ram, Shri
Jain, Shri A. P.
Jayashri, Shrimati
Jena, Shri Niranjan
Jethan, Shri
Joshi, Shri N. L.
Kakkan, Shri
Karmarkar, Shri
Katham, Shri
Kazmi, Shri
Keshavaiengar, Shri
Keskar, Dr.
Khongmen, Shrimati
Khuda Baksh, Shri M.
Krishna Chandra, Shri
Krishnamachari, Shri T. T.
Lal, Shri R. S.
Lallanji, Shri
Laskar, Shri
Mahodaya, Shri
Majhi, Shri R. C.
Malaviya, Shri K. D.
Mandal, Dr. P.
Masuodi, Maulana
Masuriya Din, Shri
Mishra, Shri L. N.
Mishra, Shri Lokenath
Mishra, Shri M. P.
Misra, Shri B. N.
Misra, Shri R. D.
Mohd. Akbar, Sofi
Morarka, Shri
Mushar, Shri
Naskar, Shri P. S.
Nehru, Shrimati Uma
Neswi, Shri
Palchoudhury, Shrimati Ila
Pannalal, Shri
Parmar, Shri R. B.
Patel, Shri B. K.
Pillai, Shri Thanu
Rachiah, Shri N.
Radha Raman, Shri
Raghubir Sahai, Shri
Raghunath Singh, Shri
Raghuramaiah, Shri
Ram Dass, Shri
Ram Saran, Shri
Ram Subhag Singh, Dr.
Ramaswamy, Shri S. V
Ranbir Singh, Ch.
Richardson, Bishop
Sahu, Shri Rameshwar
Saigal, Sardar A. S
Sanganna, Shri
Satish Chandra, Shri
Sen, Shrimati Sushama
Sawal, Shri A. R.
Sharma, Shri D. C.
Sharma, Shri R. C.
Shastri, Shri Algu Ra i
Shukla, Pandit B.
Siddananjappa, Shr
Sinha, Shri G. P.
Sinha, Shri Nageshwar Prasad
Snatak, Shri
Subrahmanyam, Shri T.
Suresh Chandra, Dr.
Swamindhan, Shrimati Ammu
Tek Chand, Shr.
Thimmaiah, Shri
Thomas, Shri A. M.
Tiwary, Pandit D. N.
Uikey, Shri
Vaishnav, Shri H . G
Vaishya, Shri M. B
Verma, Shri M. L.
Venkataraman. Shri
Vyas, Shri Radhelal
Wodeyar, Shri

The motion was negatived.

RESOLUTION *RE* RESERVATION OF PRODUCTION OF SAREES AND DHOTIES FOR HANDLOOM INDUSTRY

Mr. Deputy-Speaker: Shri Sadhan Gupta—absent. We will now take up the resolution of Shri Sivamurthi Swami.

Shri Sivamurthi Swami (Kushtagi): Sir, I beg to move the following resolution:

> "This Hosue is of opinion that with a view to giving a fillip to the Handloom Industry, the production of all *Sarees* and *Dhoties* should be reserved for that Industry."

उपाध्यक्ष महोदय, मैं यह अपनी खुश किस्मती समझता हूं कि दो साल तक बराबर प्रयत्न करने के बाद और अपना रेंजोल्यूशन इस विषय पर डालने के बाद मेरी लक ने फेवर किया और मुझे अपने रेंजोल्यूशन को हाउस के सामने रखने और उस पर बोलने का अवसर मिला । इस मौके पर मैं अपनी तमाम जिम्मेदारियों को महसूस करते हुए हाउस के सामने यह अपना प्रस्ताव उस की मंजूरी के लिये पेश कर रहा हूं ।

जहां यह चीज दुरूस्त है कि इंसान की जिन्दगी के लिये खाना, कपड़ा और मकान ये तीन जरूरी चीजें हैं वहां यह बात भी दुरूस्त है कि कपड़ा देश की एकोनामी में एक बहुत अहम स्थान रखता है और जब तक इसका समुचित प्रबन्ध नहीं होता तब तक मुल्क के लिये कोई इन्तजाम करना बेकार है ।

अब मैं इस विषय पर आता हूं और मैं आपको बतला देना चाहता हूं कि हिन्दुस्तान में जितनी भी इंडस्ट्रीज हैं, उनमें जुलाहे लोगों की यह हैंडलूम इंडस्ट्री कॉटेज इंडस्ट्रीज में एक बहुत अहम इंडस्ट्री समझी जाती है। मैं हाउस को यह भी बतलाना चाहता हूं कि तकरीबन् एक करोड़ आदमी इस हैंडलूम इंडस्ट्री के सहारे अपनी जिन्दगी बसर करते हैं ।

खास तौर पर बहुत कदीम जमाने से हिन्दुस्तान भर में सिर्फ वही लोग कपड़ा

सप्लाई करते थे, लेकिन एंजिन और बहुत सी मैशीनरी के हमारे देश में आने के बाद साल ब साल उन लोगों के प्रोडक्शन में कमी होती गई और आज स्थिति यह है कि सन् १९४१ से ले कर आज तक उन को करीब एक तिहाई रोजगार ही मिलता है। हालांकि वह २८ लाख लूम्स हैं फिर भी वह सिर्फ एक तिहाई प्रोडक्शन ही करते हैं। एक महीने में कुल दस दिन काम करते हैं और बीस दिन बेकार रहते हैं। सिर्फ एक महीने में दस दिन काम करने से उन को इतनी तकलीफ उठानी पड़ती है कि उस को सिर्फ उन के बीच में रहने वाले ही समझ सकते हैं।

इस के बाद मैं सिर्फ साड़ी और धोती को उन के लिये रिजर्व करने की अहमियत और उन को अपना सारा कपड़ा बनाने देने के जरूरी विषय पर आता हूं। यह साफ जाहिर है कि कदीम जमाने से हर किस्म का कपड़ा इस हैंडलूम इंडस्ट्री में बनता था। कुछ दिन के बाद इस हैंडलूम इंडस्ट्री ने अपना बहुत कुछ हिस्सा मिल इन्डस्ट्री को दे दिया। बाद में हैंडलूम इंडस्ट्री सिर्फ साड़ी और धोती बनाया करती थी. लेकिन जब सन् १९४८ में धोतियों और साड़ियों की बहुत कमी महसूस हुई तो साड़ी और धोती के बुनने के लिये भी गवर्नमेन्ट ने अहकाम जारी कर दिये। कमिश्नर ने साड़ियों को मिल्स से बनवाने की सोची। उस के बाद इस पर भी एन्क्रोचमेन्ट हुआ। इस से हैंडलूम वीवर्स को इतनी तकलीफ है जितनी कि शायद ही किसी और विलेज इन्डस्ट्री को हो रही होगी। जो लोग मेरी तरह विलेजेज से आते हैं वह जानते हैं कि वहां पर बहुत ज्यादा बेकारी हो गई है और लोग भिखारी हो गये हैं। जो लोग काम करने वाले होते हैं, प्रोडक्शन करने वाले होते हैं उन की रोजी का भी कोई ठिकाना नहीं रहा है। अंगरेजों ने अपनी मशीन को हिन्दुस्तान में ला कर और यहां के लोगों को धोखा देने की गरज से काफी अन्याय किया। जो लोग ढ़ाके की मलमल बनाने वाले थे, उन के हाथ कटवा लिये थे। अब जब हम लोग आजाद हो गये हैं और सात सालों से अपनी नेशनल गवर्नमेन्ट को प्रजातंत्री सिद्धान्त पर चला रहे हैं, मैं गवर्नमेन्ट से यह बात पूछना चाहता हूं कि क्या यह बात सच नहीं है कि आज दस सालों से इन वीवर्स की तकलीफ बढ़ती जा रही है, हर साल तकलीफ बढ़ती ही जा रही है। हमारे देश में जो एलियन गवर्नमेन्ट, अंगरेजों की गवर्नमेन्ट थी उस ने कांग्रेस नेताओं के और लीडरों के कहने पर एक कमेटी बैठाई जिस को कि फैक्ट फाइन्डिंग कमेटी कहते हैं। उस ने एक रिपोर्ट पेश किया और सन् १९४३ में हैंडलूम के लिये रिजर्वेशन करने के लिये भी सिफारिश की। लेकिन उस जमाने में जो गवर्नमेन्ट यहां पर काम करती थी उस ने कुछ इस सिलसिले में नहीं किया। यही नहीं कि इस के लिये कुछ नहीं किया बल्कि उस के बाद मिल इन्डस्ट्री को प्रोटेक्शन का भी भरोसा दिया। यह प्रोटेक्शन मिल इन्डस्ट्री को एक साल से नहीं, दो साल से नहीं बल्कि पचास साल से मिल रहा है। मैं यहां पर यह साफ कर देना चाहता हूं कि मैं मिल इन्डस्ट्री के खिलाफ नहीं हूं। मिल इन्डस्ट्री भी चले और हैंडलूम इन्डस्ट्री भी चले, लेकिन एक दूसरे की सहायक बन कर चलें, दुश्मन बन कर न चलें। यही मेरी प्रार्थना है।

मंत्री महोदय से मुझ को यह शिकायत है कि आज हैंडलूम इन्डस्ट्री को जितनी तकलीफ हो रही है उतनी तो अंगरेजों के जमाने में भी नहीं थी। न हमारे भाई इतनी तकलीफ उठाते थे न हमारी बहनें इतनी तकलीफ उठाती थीं। जब मैं आज कल अखबारों में पढ़ता हूं कि इतने हैंडलूम का काम करने वाले बेकार हो गये हैं तो मुझे बड़ी तकलीफ होती है। अक्सर रात में पूंजीपतियों के घर में लोग भिक्षुक बन कर आते हैं, और उन में ज्यादातर औरतें होती हैं, ताकि उन को एक रोटी खाने के लिये मिल जाय। रोज ही ऐसा होता रहता है। मेरे पास एक अखबार है जो कि कन्नड़ भाषा में है। जो हमारे कामर्स और इंडस्ट्री के मिनिस्टर हैं वह इस को समझ सकते हैं। जब कभी कोई जुलाहा मर जाता

[श्री शिवमूर्ति स्वामी]

हैं तो उस को दफन करने के लिये गल्ले वालों को पैसा जमा करना पड़ता हैं, और वह मर जाता हैं भुखमरी से क्योंकि उसको खाने को नहीं मिलता हैं । औरतें मरती हैं और कभी २ तो वह अपने बच्चे को गोद में ले कर कुंएं में कूद कर मरती हैं । आज हैंडलूम इन्डस्ट्री के जो जुलाहे लोग हैं वह बेकार हो रहे हैं । गांवों में हाहाकार मचा हुआ हैं । मैं यह अखबार पढ़ता हूं जो कि हमारे यहां जुलाहों के एक जल्से के बारे में हैं :

"रामदुर्गद नेकारनोब्ब कूलु इल्लदे सत्तनु" नेकारर निरुय्योग समस्ये एष्टु भीकरवागिदे बेंबुदर प्रत्यक्ष निदर्शवेंदरे, इल्लिय नेकारनाद बसप्पा दंवीद्रप्पा कठारी एबवनु रामदुर्गद राधापूर पेटेयल्ली कूलु इल्लदे सत्तु होदनु । आतन मण्णिगे कूड हण इल्लद्दीरिद आ ओणिवरे पट्टी हाकी मणु माडिदरू । इंतह अनेक उदाहरणेगल जरगह्नित्तिद्दीरिद इल्लिय नेकार समाजवेल्ल हॉहारी होगिदे "

("Kannadiga"—Weekly of Hugli 26-4-1954).

मतलब यह हैं कि वहां पर लोग इस स्थिति में आ गये हैं कि वह और बर्दाश्त नहीं कर सकते हैं । आप एक करोड़ इन्सानों की जिन्दगी के साथ खेलना चाहते हैं या उन को किसी किस्म इन्टीरिम रिलीफ देना चाहते हैं ? मुझे मालूम हैं कि साड़ी और धोती को उन के लिये महफूज कर देने से बहुत जमाने के लिये उनकी जिन्दगी सुखमय नहीं बन सकती हैं, लेकिन इस इन्टीरिम रिलीफ के देने से उन को बहुत फायदा हो सकता हैं और यह उन को मिलना चाहिये । इस के खिलाफ यह कहा जाता हैं कि रूल्स हायर हो जाते हैं और यह लोगों के टेस्ट के खिलाफ हो जाता हैं लेकिन मैं इस के लिये यह कहना चाहता हूं कि कोई भी हायर रूल्स बनायें, यह ८० फीसदी से ज्यादा नहीं होता हैं । यहां पर एक बिल हमारे मंत्री महोदय लाये और पास कराया जिस का नाम था "धोतीज एंडिशनल एक्साइज ड्यूटी बिल" । मैं कहता हूं कि यह बिल एक हाफ हार्टेड बिल हैं । सिर्फ धोती के लिये रिजर्वेशन हैं और वह भी महज ६० परसेन्ट । मैं यहां पर माननीय मिनिस्टर साहब के शब्दों को रखना चाहता हूं जो कि उन्होंने इस के सम्बन्ध में कहे थे :

> "The House would be aware that some time towards the end of November 1952, the Government issued an order, asking the mills to restrict their production of dhoties to 60 per cent. of their production during the year ending 31st March 1952. This was done, especially with a view to helping the handloom industry. In taking this period, the Government chose a period where the overall production of the country has been the highest, roughly about 50,000 bales a month, as against an estimated demand of 45,000 bales. We fixed the quota at about 60 per cent., *viz.* 30,000 bales a month. We felt that in actual fact, the reduction would be limited to the extent of 33 1/3 per cent., and not 40 per cent. ....".

यह सिर्फ हमको धोखा देने के लिये हैं । ऐसे बिल को ला कर हम अपनी आत्मा को धोखा दे रहे हैं । हम इतना ज्यादा मारजिन दे रहे हैं । मिल वाले आपसे बहुत ज्यादा होशियार हैं । वह इस बिल को जेब में डाल लेते हैं । अगर आप चाहते तो इसमें बहुत कुछ तरमीम कर सकते थे अगर धोतीज और साड़ीज के लिये २० या ३० पर्सेंट का मारजिन रखते । मैं इसके खिलाफ नहीं हूं कि कंज्यूमर्स के इंटरेस्ट की हिफाजत की जाय । लेकिन आपके पास इसका क्या जवाब हैं कि आप हिन्दुस्तान की मिल इंडस्ट्री को प्रोटेक्शन देते रहे हैं । अगर आप कंज्यूमर का ही इंटरेस्ट रखना चाहते हैं तो क्यों नहीं आप जापान का कपड़ा यहां आने देते । जिस तरह आप मिल इंडस्ट्री को बाहर के कम्पीटीशन से प्रोटेक्शन दे रहे हैं उसी तरह से आप मिल इंडस्ट्री के मुकाबले में हैंडलूम इंडस्ट्री को क्यों प्रोटेक्शन नहीं देते हैं ।

यह करना जरूरी होगा। और यह प्रोटेक्शन आप साड़ी और धोती को महफूज करके ही दे सकते हैं। अगर आप धोती और साड़ी को पूर्ण तौर पर बन्द नहीं करना चाहते और कुछ कनसेशन ही देना चाहते हैं तो मैं वहां तक आने को तैयार हूं, जैसा कि मेरे बन्द भाइयों ने अमेंडमेंट दिया है, कि २० या ४० काउंट तक का प्रोडक्शन सिर्फ हैंडलूम के लिये महफूज कर दिया जाय। ४० से ऊपर मिल वाले कर सकते हैं। मैं यह अमेंडमेंट मानने के लिये तैयार हूं। अगर आप इतना भी नहीं मानेंगे और इसको अधूरा छोड़ देंगे तो आप एक करोड़ इन्सानों को धोखा देंगे जिनको प्रोटेक्शन देना जरूरी है। यही लोग पहले धोती और साड़ी बुनते थे। इस सिलसिले में मैं फैक्ट फाइंडिंग कमेटी की सिफारिश आपके सामने रखना चाहता हूं। आल इंडिया हैंडलूम बोर्ड अपनी ब्रीफ सर्वे रिपोर्ट के पेज २५ पर कहता है :

"Some sort of reservation should be made for the handloom weavers. Such reservation, however, must be based on mutual agreement between the mills and the handlooms. In our opinion such agreement would be possible if the mills agree not to weave any goods of plain weave with the width of from 25" to 50" and a length of from 1½ yards to 9½ yards per piece, divided by headings across the width at a length-wise distance of less than 9½ yards and with borders, the grounds of such articles not being distinguished with any stripes or checks—woven, developed by different counts of yarn or by bleached, coloured or printed yarn."

यह सिफारिश फैक्ट फाइंडिंग कमेटी ने सन् १९४२ में की थी। उस वक्त ब्रिटिश का जमाना था और वह मिल इंडस्ट्री को दबाना नहीं चाहते थे। लेकिन जो आपकी कमेटी एपाइंट हुई वह भी, दी आल इंडिया फर्स्ट एन्युअल रिपोर्ट में यही कहती है।

"(a) Pending the Report of the Textile Enquiry Committee, Government should consider the feasibility of reserving production of bordered dhoties and sarees made out of 20s to 40s yarn for the handloom industry, and the feasibility of preventing powerlooms from manufacturing these items.

(b) In view of the increasing rate of production of mill-made cloth the Government should consider making an announcement that the Textile Mill Industry may not produce more than 4,800 million yards of cloth a year, the target fixed by the Planning Commission."

और इसके जवाब में कहते हैं कि किस वास्ते हम इसको नहीं ले सकते :

Because they wish to await the recommendations of the Textile Enquiry Committee. The recommendation has also not been accepted. as the Planning Commission's figure is only a target and not an absolute goal.

लेकिन आपको यह भी साफ जाहिर है कि पर कैपिटा कंजम्पशन तकरीबन ९.२ है। यह इसलिये है कि हमारी परचेजिंग कैपेसिटी ज्यादा नहीं है। हम एक दिन में १४ या १५ गज से ज्यादा नहीं बना सकते। इस रेट पर हम अपने मुल्क की पूरी जरूरियात के लिये कपड़ा बना सकते हैं। इससे ज्यादा कपड़ा बनाने की इजाजत देना इन गरीब इन्सानों से यह कह देना है कि हम हैंडलूम इंडस्ट्री के लिये कुछ नहीं कर सकते और कुछ नहीं करना चाहते। हैंडलूम बोर्ड वालों ने जो प्रयत्न किया है हम उसके लिये शुक्रगुजार हैं लेकिन हम यह पूछना चाहते हैं कि गवर्नमेंट उनकी सिफारिश पर अमल क्यों नहीं करती। हैंडलूम इंडस्ट्री बोर्ड ने बहुत सी स्कीम्स बनाई हैं। जो आपने को-आपरेटिव की स्कीम बनाई है उसके लिये भी धन्यवाद। फैक्ट फाइंडिंग कमेटी ने अपनी सिफारिश में कहा है कि मैनेजिंग एजेंसी वाले एक्स्ट्रा प्रॉफिट करके कीमत को बहुत बढ़ा देते हैं। लिहाजा उसको आपको देखना होगा। आपको यह भी देखना होगा कि बंगाल

[श्री शिवमूर्ति स्वामी]

के एक कार्टज इंडस्ट्री के डाइरेक्टर ने प्रैक्टिकली काम करके बताया हैं कि हम प्राइस को कम कर सकते हैं। हम मिल से कम्पीट कर सकते हैं। और मिल से कम नहीं तो हम मिल के बराबर प्राइस ला सकते हैं। अपनी दलील पेश करते हुए उन्होंने कहा हैं :

"The Surat Chamber of Commerce puts the price disadvantage due to this margin, from which the handloom suffers in comparison with the mills, at between 5 and 10 per cent. in respect of yarn and at between 3 and 6 per cent. in respect of the finished product."

इस पर यह परसेंटेज कम हो सकता हैं और उन्होंने डिटेल भी दी हैं :

The Registrar of Co-operative Societies, Bengal, estimates 1½ annas to 3 annas in the rupee."

यह हम कम कर सकते हैं।

Mr. Deputy-Speaker: He may finish by 1:15.

श्री शिवमूर्ति स्वामी : तो इस तरह हम कीमत कम कर सकते हैं। यह तभी हो सकता हैं जब आप काटन ग्रोइंग एरियाज में कोआपरेटिव मिल्स बनावें। आप दलील पेश करते हैं कि बंगाल के मिल वाले और गवर्नमेंट और पब्लिक नहीं चाहते। अब बम्बइ और अहमदाबाद में यह इंडस्ट्री सेंट्रलाइज हो गई हैं। वहां दूर से कपास आता हैं। मैं कर्नाटक को रिप्रेजेंट करता हूं। मेरे यहां से वहां कपास जाता हैं और फिर तागा बन कर वापस आता हैं। फैक्ट फाइंडिंग कमेटी की रिपोर्ट में दिया हुआ हैं कि इससे भी बहुत फर्क पड़ता हैं। मेरे पास बहुत कुछ कहने को हैं लेकिन वक्त कम हैं। लेकिन मैं इतना जरूर कहूंगा कि काटन ग्रोइंग एरियाज में अगर आप कोआपरेटिव मिल्स बनाएंगे तो उसके बाद यह दिक्कत दूर हो सकती हैं। कोआपरेटिव एफर्ट के जरिये हम हर आइटम पर कीमत को बहुत कम कर सकते हैं।

इसके बाद ज्यादा न कहते हुए मैं इतना ही अर्ज करना चाहता हूं कि यह जो हैंडलूम इंडस्ट्री का साड़ी और धोती का सवाल हैं इसको आपको सोचना चाहिये और इंटेरिम रिलीफ के बतौर आपको इसका प्रोडक्शन एक दम बन्द करना होगा। इसके बगैर कोई चारा नहीं हैं। अगर आप यह नहीं कर सकते हैं तो मैं समझता हूं कि यह हमारे मुल्क की और हमारे भाइयों की बदकिस्मती हैं। लेकिन अगर आप यह समझते हैं कि जो कुछ हमने कागज पर कर दिया हैं उससे विलेजेज में सब कुछ हो जायगा तो ऐसा नहीं हैं। मैं यह भी साफ कर देना चाहता हूं कि जहां पर हैंडलूम सेंटर्स हैं वहां पर अब मिनिस्टरों ने जाना छोड़ दिया हैं क्योंकि अगर वह वहां जाते हैं तो लोग उनके सामने अपनी तकलीफों को रखते हैं। मैं करमरकर जी से...

वाणिज्य मंत्री (श्री करमरकर): हम लोग बार बार जाते हैं। और वापस भी आते हैं।

श्री शिवमूर्ति स्वामी : अगर आप जाते हैं तो जितनी तकलीफ वहां हैं वह भी जानते होंगे। अगर हम उनके लिये कुछ नहीं करेंगे तो हम अपनी इंडस्ट्री को धोखा देंगे। लिहाजा मैं और ज्यादा न कह कर इतना ही कहता हूं कि यह जो मौका मिला हैं इसका फायदा उठा कर आप चाहें तो इस रेजोल्यूशन को स्वीकार कर सकते हैं। मेरी इतनी ही विनती हैं।

Shri Raghunath Singh (Banaras Distt.—Central): I have got one amendment.

Mr. Deputy-Speaker: The following Resolution is moved. I will first place the Resolution before the House. Resolution moved:

"This House is of opinion that with a view to giving a fillip to the Handloom industry the production of all Sarees and Dhoties should be reserved for that Industry."

There are two amendments, one by Shri Gadilingana Gowd and the other

by Shri Raghunath Singh. Shri Gadilingana Gowd is not in his seat and, so, that amendment is not moved.

Shri Raghunath Singh: I beg to move:

That for the original Resolution the following be substituted, namely:

"This House is of opinion that with a view to encourage and develop handloom industry and root out the prevailing unemployment among the weavers, specially of the rural areas, the production of silken cloth, bedsheet, towels and all *Sarees* and *Dhoties* upto 30 counts should be reserved for the said industry."

Mr. Deputy-Speaker: The House will now stand adjourned till 8-15 A.M. tomorrow.

The House then adjourned till a Quarter Past Eight of the Clock on Saturday, the 1st May, 1954.